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Report of the United Nations High Commissioner for Refugees

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Official Records • Forty-eighth Session
Supplement No.12 (A/48/12)

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CONTENTS

Chapter		Paragraphs	Page
I.	GENERAL INTRODUCTION	1 - 10	1
II.	INTERNATIONAL PROTECTION	11 - 35	4
	A. Introduction	11 - 16	4
	B. Strategies for prevention and solutions	17 - 20	5
	C. Securing the rights of refugees	21 - 29	6
	D. Promotion of refugee protection	30 - 35	9
III.	ASSISTANCE ACTIVITIES	36 - 171	11
	A. Major trends in assistance	36 - 87	11
	1. Introduction	36 - 38	11
	2. Emergency preparedness and relief	39 - 48	11
	3. Care and maintenance	49 - 51	13
	4. Durable solutions	52 - 66	14
	(a) Voluntary repatriation	53 - 55	14
	(b) Local settlement	56	14
	(c) Resettlement	57 - 62	15
	(d) Refugee/returnee aid and development	63 - 66	16
	5. Programme management and implementation	67 - 87	17
	(a) General	67 - 70	17
	(b) Evaluation	71 - 72	18
	(c) Refugee women	73 - 76	18
	(d) Refugee children	77 - 83	19
	(e) Environment	84 - 87	20
	B. Regional developments in Africa	88 - 104	21

CONTENTS (continued)

Chapter		Paragraphs	Page
	C. Regional developments in the Americas and the Caribbean	105 - 116	25
	D. Regional developments in Asia and Oceania	117 - 131	27
	E. Regional developments in Europe	132 - 149	31
	F. Regional developments in South-West Asia, North Africa and the Middle East	150 - 171	34
IV.	FINANCING OF MATERIAL ASSISTANCE ACTIVITIES	172 - 175	39
V.	RELATIONS WITH OTHER ORGANIZATIONS	176 - 202	40
	A. Cooperation between the Office of the United Nations High Commissioner for Refugees and other members of the United Nations system	176 - 188	40
	B. Relations with other intergovernmental organizations	189 - 194	42
	C. Relations with non-governmental organizations	195 - 202	43
VI.	PUBLIC INFORMATION	203 - 205	45

Tables

1.	UNHCR expenditure in 1992 by regional bureau/country and main types of assistance activities	46
2.	Contributions to UNHCR assistance programmes - Situation as at 31 March 1993	48

CHAPTER I

GENERAL INTRODUCTION

1. The year 1992 and the first quarter of 1993 have undoubtedly been the most difficult and demanding for the Office of the United Nations High Commissioner for Refugees (UNHCR) since its creation. The global refugee situation again deteriorated, as demonstrated by the increase of the world's refugee population to a staggering 18.9 million. In the post-cold war era, resurgent nationalism, coupled with the serious economic and social consequences of the collapse of the old world order, have led to a multiplication of conflicts. Many of these conflicts are also the result of ethnic, tribal or religious tensions.

2. Among the greatest lessons of this period is the importance of political initiatives in resolving the causes of refugee problems and the link between refugees and international peace and stability. While humanitarian assistance can make an important contribution to reducing tensions and promoting reconciliation, it cannot be a substitute for political solutions. Furthermore, it has become even more apparent that humanitarian aid must be linked more effectively to longer-term development in a way that addresses the root causes of recurrent emergencies.

3. In 1992, UNHCR continued to implement the High Commissioner's three-pronged strategy of prevention, preparedness and solutions. While responding to refugee situations in countries of asylum, the Office also started focusing activities in countries of origin, seeking to prevent and contain refugee movements. UNHCR began to provide assistance not only to refugees, returnees and displaced persons - addressing the needs of entire communities rather than focusing on individuals - but also, in the case of the former Yugoslavia, to people under a direct threat of expulsion or threatened by the form of persecution now known as "ethnic cleansing". Invoking the human right to remain in one's country of origin, the Office sought to ensure that people were not forced to flee from their homes in the first place.

4. In this effort, international presence proved to be of crucial importance. More than 600 UNHCR staff in the former Yugoslavia helped not only to distribute relief to the displaced and besieged populations, but also to meet their protection needs. In Somalia, UNHCR established a presence across the border from Kenya, and brought in food and assistance in an effort to stabilize population movements and eventually create conditions conducive to the return of refugees. In south-eastern Ethiopia, UNHCR joined efforts with other United Nations organizations to address the needs of entire communities with the goal of stabilizing the population. UNHCR's Open Relief Centres (ORC) in Sri Lanka have become havens of safety, accepted and respected by both warring parties.

5. In terms of preparedness, the Office continued to strengthen its emergency preparedness and response capacity, recognizing that the capacity to deliver is a necessary prerequisite for improved system-wide coordination to address complex humanitarian emergencies. In the course of the period under review, UNHCR mounted emergency programmes for over three million people in the former Yugoslavia, for some 420,000 refugees in Kenya, for some 260,000 refugees from Myanmar in Bangladesh and for the continued influx of asylum-seekers from Bhutan into Nepal. Emergency Response Teams were sent to Armenia, Azerbaijan and Tajikistan in early December 1992, making the area a new focus of UNHCR concern and activity. In early 1993, in Africa, the Office began to cope with a new influx of some 200,000 refugees from Togo into Benin and Ghana.

6. As to solutions, during the same period, UNHCR helped some 2.4 million refugees to return home voluntarily - including over 1.2 million to Afghanistan, some 360,000 to Cambodia and tens of thousands to Ethiopia. Progress continued in the local integration and repatriation of thousands of Central Americans through the process initiated in the framework of the International Conference on Central American Refugees (CIREFCA). Thousands of others returned spontaneously. But the optimism regarding the preferred durable solution of voluntary repatriation must be tempered with the reality that many refugees are returning to situations of devastation and conditions of uncertainty, sometimes even insecurity, threatening the durability of repatriation and reintegration. UNHCR has recognized that a gap exists between the aid it can provide to returnees and the enormous development needs of returnee areas. Quick Impact Projects (QIPs) were implemented in Central America, Cambodia and Somalia, in cooperation with a range of partners, in hopes of bridging this gap.

7. The pursuit of a preventive and solution-oriented strategy has meant more direct engagement of UNHCR in situations of acute crisis or open conflict, with attendant risks to its staff and implementing partners. The very magnitude of the operations being implemented has also stretched the capacities of the Office to their limits.

8. The ultimate success of the High Commissioner's three-pronged strategy will depend on the ability of the United Nations to develop a comprehensive and integrated response, linking humanitarian action and protection of human rights with peacemaking, peace-keeping and peace building, in the context of strengthened partnership of all concerned actors: governmental, intergovernmental and non-governmental. Improving horizontal coordination within the United Nations by recognizing and addressing the link between humanitarian, economic, political and the security dimensions of crises is crucial in this regard. Never has concerted and effective action by the international community been so necessary to reinforce achievements in the resolution of regional conflicts, to support and consolidate related humanitarian solutions for their victims and to contain and reverse the crises of the post-cold-war era.

9. In improving coordination - a central focus of the Economic and Social Council in 1993 - the international community should seek to draw upon the unique mandates and specific expertise of the various United Nations agencies in an effort to enhance comparative advantages. In the face of emergencies of an unprecedented complexity and scale, innovative approaches must also be sought. UNHCR has forged a new partnership with the military, using military logistical support to strengthen its own capacity as well as military cover for humanitarian operations in situations of open conflict, such as in the former Yugoslavia. It has also drawn on the standby capacity of governmental and non-governmental bodies specialized in emergencies for logistical support. This cooperation has given a new dimension to humanitarian operations, as well as to the role of the military in the post-cold war era, and channelled the enormous logistical capacity of Governments and the military into non-political, humanitarian purposes. Examples of such innovative cooperation among Governments, United Nations agencies and non-governmental organizations may be found in humanitarian operations implemented in Cambodia, the former Yugoslavia and Somalia.

10. Gaps in the response of the United Nations system and in the allocation of responsibilities in complex emergencies must also be identified, especially to ensure that populations in need, such as the internally displaced and minority groups, are adequately addressed. Finally, the processes of needs assessment

and the preparation and follow-up of consolidated appeals need to be improved given the spiralling demands on the international community and the consequent, shared responsibility to ensure the most efficient use of resources. In this context, the international community must continue to play a dynamic role in encouraging the necessary humanitarian response. For its part, UNHCR will continue to contribute to peace and reconciliation through a determined pursuit of lasting humanitarian solutions adapted to meet the challenges of today's world.

CHAPTER II

INTERNATIONAL PROTECTION

A. Introduction

11. Providing international protection to refugees and seeking durable solutions to refugee problems comprise the basic functions of UNHCR. The work of the High Commissioner, which the statute of the Office (General Assembly resolution 428 (V) of 14 December 1950, annex) defines as entirely non-political, humanitarian and social, is carried out under the authority of the General Assembly in a framework comprising international refugee, human rights and humanitarian law, and internationally accepted standards for the treatment of refugees. To protect refugees UNHCR depends on the cooperation of States on the basis of international responsibilities, solidarity and burden-sharing.

12. International protection means, first of all, securing respect for the basic rights of refugees, including admission to safety and non-refoulement, as well as ensuring that refugees are accorded favourable treatment in countries of asylum. UNHCR's efforts to secure the rights of refugees and to promote acceptance of international protection principles are described in sections C and D below. The ultimate goal of protection is to achieve solutions for refugee problems. The Office continued during 1992 to promote vigorously the preferred durable solution of voluntary repatriation. It has also pursued, where appropriate, the alternative solutions of local integration or resettlement in other countries.

13. It must be recognized, however, that world-wide developments have increased the numbers of people forced to flee their homes and often their countries in search of refuge. The scale and complexity of population displacements have in some cases weakened international solidarity and placed serious strains on the international system for the protection of refugees, at times endangering asylum. During 1992 and the first quarter of 1993, UNHCR recognized the need to develop and pursue new, complementary protection strategies to ensure that persons in need of protection receive it. These strategies include efforts to foster conditions in countries of origin that permit the safe return of those who have had to flee, as well as activities aimed at preventing or attenuating conditions that may force people to become refugees.

14. With these concerns in mind, the High Commissioner established an internal UNHCR Working Group on International Protection in April 1992, which she requested to analyse the major protection challenges confronting UNHCR and the legal bases for the Office's activities. The report of the Working Group, submitted to the High Commissioner in July 1992, made recommendations regarding UNHCR's mandate and competence; new approaches to asylum, prevention and other activities in the country of origin; and solutions - with a particular emphasis on voluntary repatriation and concerted regional arrangements. It also suggested ways in which the Office could improve its capacity to meet protection needs. The High Commissioner accepted the findings and recommendations of the Working Group as a useful starting-point for strengthening international protection as the basis for her three-pronged strategy of prevention, preparedness, and solutions. To follow up the issues raised in the report, an ongoing exercise of reflection and strategy planning has been undertaken, involving a series of regional protection seminars aimed at testing and further

elaborating the Working Group recommendations in the light of the operational challenges confronting UNHCR in the field.

15. The note on international protection (A/AC.96/799), presented to the Executive Committee of the High Commissioner's Programme at its forty-third session in October 1992, was based upon the report of the Working Group. The Executive Committee took note of the fact that UNHCR's broad humanitarian expertise and experience provided an appropriate basis for the Office to explore new options and undertake new protection activities in the areas of asylum, prevention and solutions. In this connection, it supported efforts by the High Commissioner to explore further approaches, within an inter-agency, intergovernmental and non-governmental framework as appropriate, to prevent conditions giving rise to refugee exodus. The Executive Committee also expressed support for activities of UNHCR in favour of internally displaced persons, on the basis of specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the concerned State, taking into account the complementarities of mandates and expertise of other relevant organizations. At the same time, the Executive Committee recognized that new approaches must not undermine the institution of asylum, as well as other basic protection principles, notably the principle of non-refoulement (A/AC.96/804, para. 21).

16. At its forty-third session, the Executive Committee also considered a progress report on implementation of the UNHCR Guidelines on the Protection of Refugee Women (EC/CSP/74) and an Information Note on Refugee Children (EC/SC.2/54), and encouraged UNHCR to take further measures to enhance the protection of these groups with special needs (A/AC.96/804, paras. 30 and 31). Also noteworthy was the adoption by the Executive Committee of a Conclusion on Cessation of Status (A/AC.96/804, para. 22), which spelled out the necessary guarantees which should surround the application of articles 1 C (5) and (6) of the 1951 Convention relating to the Status of Refugees, 1/ pursuant to which the provisions of the Convention cease to apply as a result of a significant change of circumstances in the refugees' country of origin.

B. Strategies for prevention and solutions

17. It is in the areas of prevention and solutions, and thus primarily with relation to the countries of origin of refugees or potential refugees, that the need and the possibility for new initiatives have been recognized. Serious violations of human rights are a major factor causing refugees to flee their homes and also a major obstacle to the solution of refugee problems through voluntary repatriation. Safeguarding human rights is one of the best ways to prevent displacement and to permit safe return. Recognizing that the international protection which UNHCR, in cooperation with States of asylum, can offer to refugees is only a substitute for the protection that they should receive from their own Governments in their own countries, the High Commissioner has underlined in international forums the human right of people to remain in safety at home, and the corresponding responsibility of States to protect people against forcible displacement and exile.

18. With the encouragement of the Executive Committee and the General Assembly in its resolution 47/105 of 16 December 1992, UNHCR has sought to strengthen its cooperation with the human rights bodies of the United Nations with a view to promoting effective responses to human rights problems which are generating, or threaten to generate, flows of refugees and displaced persons, or which impede voluntary return. The High Commissioner's statement to the Commission on Human

Rights at its forty-ninth session drew attention to the important role of United Nations human rights machinery in prevention and solutions, and called for a comprehensive and integrated approach linking humanitarian action and protection of human rights with peacemaking, peace-keeping and peace building.

19. Operationally, the pursuit of preventive and solution-oriented strategies has led to more direct involvement of UNHCR in countries of origin on behalf of returnees, the internally displaced, and even, as in Bosnia and Herzegovina and in Somalia, the local population. While UNHCR's general mandate does not extend to internally displaced persons, the Office has regularly played a role in meeting their protection and humanitarian needs in connection with voluntary repatriation programmes. Increasingly, however, UNHCR has undertaken humanitarian action for the internally displaced, at the request of the Secretary-General, with a view to prevention, i.e., to providing assistance and protection to people within their own country so as to avert further displacement and the need to seek refuge abroad. In situations of acute crisis or open conflict, the establishment of an international presence has permitted monitoring of the human rights situation and in many cases afforded a degree of protection to the affected population. However, the tragic events in the former Yugoslavia show that humanitarian action by itself cannot prevent or solve refugee problems in the face of relentless warfare and in the absence of the will to resolve the conflict.

20. Besides the former Yugoslavia, where UNHCR is assisting victims of the conflict whether they are refugees, internally displaced persons or the besieged local population, UNHCR has continued to provide assistance and basic protection to displaced persons in northern Sri Lanka and with other United Nations bodies is pursuing integrated, preventive strategies in Central Asia and the Caucasus. In the Horn of Africa, the imperative of ending the vicious cycle of exile, return to unstable areas, displacement and exile has led UNHCR to promote a "cross-mandate" approach whereby the needs of the entire population are met without regard to their status as returnees, refugees, internally displaced persons or those who have never left. Similar comprehensive approaches to refugee return have been undertaken elsewhere in conjunction with other United Nations and international agencies, as well as with peacemaking and peace-keeping operations. These are described in the present report.

C. Securing the rights of refugees

21. While exploring and developing the complementary protection strategies relating to prevention and solutions discussed above, UNHCR continues to pursue protection activities that are central to its mandate on behalf of refugees in countries of asylum. The right to seek and to enjoy asylum, and the corresponding principle of non-refoulement, are the cornerstone of the efforts of the Office to ensure that persons in need of international protection receive it. Despite adverse domestic conditions and increasing numbers of persons seeking protection, the overwhelming majority of States continued to adhere to generous asylum policies during 1992. The Office remains seriously concerned, however, by situations in various regions where persons seeking protection had been denied admission to safety in violation of the principle of non-refoulement as well as considerations of basic humanity. These violations include active measures by States to prevent such persons from reaching their frontiers, rejection at borders and forcible repatriation of asylum-seekers without prior examination of their requests for asylum.

22. In such situations, the Office intervened with the authorities concerned not only to secure admission but also to determine the reasons for refusing it, with a view to defining an appropriate response which could assist the country to meet its international obligations towards refugees, including, where required, invoking the mechanisms of international cooperation and burden-sharing. In this connection, comprehensive regional approaches were undertaken to ensure protection for persons in need, at least on a temporary basis, while concerted efforts were made to establish conditions conducive to the safe return and durable reintegration of the persons concerned.

23. In the industrialized world, mixed movements of refugees and migrants present special protection problems, including overloading asylum procedures, both for Governments and for UNHCR. Legal measures adopted or proposed by States to control irregular migration, including measures to expedite asylum procedures and to shift the responsibility for examining applications for refugee status to other countries through which the applicant may have passed, sometimes involve the risk that refugees might be placed in situations that could ultimately lead to refoulement to their country of origin or other places where their life or freedom was threatened. Besides advising the individual States concerned regarding legislation and administrative practices affecting refugees and asylum-seekers, UNHCR has continued to play an active role in intergovernmental consultations aimed at harmonizing national laws and procedures, especially in Europe, and has sought to promote comprehensive regional approaches which combine the commitment to provide protection to those who require it with clear policies for immigration and development assistance and appropriate information strategies.

24. Securing admission to safety for persons forced to flee the fighting and human rights abuses in the former Yugoslavia also presented a major challenge to UNHCR during 1992. The High Commissioner has requested States to extend protection, at least on a temporary basis, to those who need it, and UNHCR surveys show that to date well over 600,000 persons fleeing the conflict have been admitted to States outside the immediately affected region. Such temporary protection offers a flexible and pragmatic means of affording protection to persons involved in large-scale movements that could otherwise overwhelm established procedures for the determination of refugee status, while favouring return as the most desirable solution to refugee problems. It includes, at a minimum, admission to the country of refuge, respect for the principle of non-refoulement and basic human rights, and permission to remain in the country of refuge until conditions allow for safe return to the country of origin. In continuing consultations with the Governments concerned, UNHCR has advocated improving standards of treatment in areas such as family reunification, children's education and training or employment, where temporary protection is required beyond a certain period.

25. Another subject of special concern is the physical safety of asylum-seekers and refugees both in flight and in countries of asylum. UNHCR field offices reported many incidents in which refugees and asylum-seekers, including women and children, had been victims of physical mistreatment including murder, torture, rape and other forms of violence. Such abuses have occurred at the hands of bandits and armed irregular forces, as well as local security personnel in connection with apprehension in border areas and during periods of detention. The physical security of refugees as well as returnees is, of course, the direct responsibility of the State where they find themselves, and the Office intervenes with the authorities concerned whenever instances of physical violence against refugees or asylum-seekers are reported. Training activities are organized for Government officials dealing with refugees in order to

disseminate and reinforce relevant protection principles.. Direct access to refugees for UNHCR, as well as governmental and non-governmental refugee assistance agencies, remains a crucial factor in ensuring their safety in all regions.

26. The physical safety of refugees living in camps has in certain cases been seriously affected by their location in remote areas close to the country of origin. Such locations give rise to many problems, including attacks by armed forces or insurgents from the country of origin, banditry and forced recruitment of refugees, including children, into irregular forces. The proliferation of weapons in many areas aggravates security problems, which often affect United Nations and staff of non-governmental organizations as well. On some occasions refugees, having fled from disturbances in their own country, have found themselves in the midst of a conflict between warring parties in their country of refuge. In several regions hostilities or lawlessness have prevented or seriously hampered the Office from rendering effective protection and assistance to refugees and also to returnees.

27. The disturbing trend of intolerance and violence against foreigners including asylum-seekers and refugees, by segments of the population in a number of countries continued to be observed in the reporting period, despite preventive and deterrent measures taken by the authorities to improve their security and prosecute the perpetrators of violent acts. UNHCR supports and participates in increased efforts being made by governmental organizations, as well as non-governmental organizations, to combat negative attitudes against asylum-seekers and refugees through the promotion of broader understanding throughout national communities of their plight. Public awareness campaigns were carried out with this purpose in a number of States.

28. During the period under review, a significant number of voluntary repatriation movements have taken place. The Office has often been instrumental in ensuring that a legal framework is implemented to protect the rights and interests of the returnees and in providing assistance and support to local structures to cope with the return movement. When conditions permit, the Office has frequently promoted voluntary repatriation, inter alia, by organizing information campaigns to provide the refugees with sufficient and adequate information for them to make an informed decision about repatriating. At the same time, the Office has been in close contact with the authorities of the country of asylum to ensure that the voluntary character of the repatriation is fully respected. Executive Committee Conclusion 69 (XLIII) on Cessation of Status (A/AC.96/804, para. 21) has proved useful in clarifying States' obligations in this respect.

29. In some situations, voluntary repatriation has taken place under less than ideal conditions and the physical safety of the refugees has been threatened by the presence of land-mines or the outbreak of renewed hostilities. In others, the fragility of the political settlement of a long-standing conflict and of the ongoing reconciliation process have prevented the returnees from fully reacquiring their former rights and property and thereby prevented the achievement of the overall objective of voluntary repatriation, which is safe, full and durable reintegration into the country of origin. In several regions, the Office participates in mechanisms to ensure respect for the human rights of returning refugees in their own countries through international monitoring, with due regard for the principles of national sovereignty and State responsibility.

D. Promotion of refugee protection

30. Albania, Azerbaijan, Cambodia, Honduras, the Republic of Korea, the Russian Federation and Slovenia acceded to the 1951 Convention and the 1967 Protocol relating to the Status of Refugees during 1992 and the first quarter of 1993, bringing the number of States Parties to one or both instruments to 117. Other States are considering accession, and it is hoped that they soon will become parties.

31. UNHCR's promotional activities sought to strengthen knowledge and understanding of refugee issues and were also aimed at promoting the effective implementation of international standards in national legislation administrative procedures. In order to meet an increasing demand for refugee law and protection training activities throughout the world, UNHCR has organized over 100 refugee law and protection courses for Government officials and others and has intensified efforts in training, legal advice and institution-building in countries with potential refugee problems, particularly in Eastern Europe and the newly independent States of the Commonwealth of Independent States and the Baltic States. These are cooperative efforts involving regional bodies, other international organizations and the non-governmental sector. UNHCR has also collaborated with various organizations active in the field of refugee, humanitarian and human rights law in organizing seminars and conferences. One such event resulted in the adoption in November 1992 of the Cairo Declaration on the Protection of Refugees and Displaced Persons in the Arab World. Another, held at Prague from 6 to 8 April 1993, brought together governmental and non-governmental experts and academics to discuss "Central and Eastern Europe: The Challenge of Becoming Refugee-Receiving Countries".

32. UNHCR's promotion activities have a preventive component as well, inasmuch as safeguarding the human rights of refugees and returnees entails promoting respect for the human rights of everyone. While training national authorities to face refugee emergencies, UNHCR has also placed on the agenda issues such as minority rights and the prevention or reduction of statelessness. Enhanced cooperation with human rights bodies has been made an integral part of the protection strategy of the Office. UNHCR participated actively in meetings of the Commission on Human Rights (Geneva, 1 February-12 March 1993) and the Subcommission on Prevention of Discrimination and Protection of Minorities (Geneva, 3-28 August 1992). The Office has also participated actively in the preparatory process for the World Conference on Human Rights.

33. Accurate, current and verifiable information is a prerequisite for developing coherent responses in the field of international protection and the search for durable solutions. Attached to the Division of International Protection, the Centre for Documentation on Refugees (CDR) is UNHCR's specialized information and documentation centre, housing information relating to refugees from flight through asylum and resettlement. One of the objectives of CDR requires that it provide UNHCR staff with information on all aspects of the refugee situation. At the same time, CDR acts as a general resource centre offering UNHCR publications and a broad range of information services. CDR responded to over 1,400 specific information requests in 1992. Though organized to supply information on a wide range of refugee-related topics, CDR has a strong orientation on protection issues.

34. Throughout 1992, CDR further developed its services, publications and databases to meet the needs of UNHCR staff and other intergovernmental, governmental and non-governmental agencies. On the services side, along with its regular bibliographic and full-text legal databases, CDR developed a

country-oriented information approach. On the publication side, CDR entered its tenth year in the quarterly production of Refugee Abstracts. Collaboration on the International Journal of Refugee Law, published by Oxford University Press, also continued. The year 1992 saw the initiation of the move of the CDR literature and legal databases to the UNHCR Local Area Network (LAN) and the addition of continuously updated country databases, donated by the Government of Canada. Plans for the future include the development of a law and practice database and an electronic institutional memory for the Office.

35. As part of its coordinating role, CDR organized a meeting of the International Refugee Documentation Network (IRDN), wherein the decision was taken to transfer the IRDN coordination to a new host, the Berlin Institute for Social Sciences. CDR will continue for the time being its lead role concerning the International Thesaurus of Refugee Terminology and the pilot project International Refugee Electronic Network (IRENE).

CHAPTER III

ASSISTANCE ACTIVITIES

A. Major trends in assistance

1. Introduction

36. During 1992, UNHCR was again confronted with a large number of emergency situations in many parts of the world. During this period, UNHCR continued to strengthen its emergency preparedness and response capabilities. By enhancing its own emergency response capacity, UNHCR will be able to make a more meaningful contribution to any coordinated United Nations system response to complex humanitarian emergencies. While providing assistance to refugees in the post-emergency phase through activities generically referred to as "care and maintenance", UNHCR has been particularly active in the pursuit of durable solutions, especially voluntary repatriation. In its efforts to ensure the durability of voluntary return movements, UNHCR has sought to interest national Governments, development agencies and financial institutions in improving the infrastructure in areas of return which have often been devastated by war. UNHCR looks to the international community to promote the transition from relief to development. In all the phases of its assistance cycle, UNHCR is seeking to "mainstream" its particular concerns in regard to refugee women, refugee children and the environment, which means that their special needs must be taken into consideration as an integral part of all programme planning and implementation.

37. UNHCR assistance activities are grouped under two broad programme categories, namely General Programmes (including an Emergency Fund) and Special Programmes. Expenditure in 1992 under General Programmes amounted to $382.1 million. With regard to Special Programmes (which include programmes funded through appeals by the United Nations Secretary-General), expenditure in 1992 reached $689.8 million. Some 45 per cent of this amount pertained to UNHCR's activities in the former Yugoslavia. Further important expenditures concerned the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA) the Afghan and Cambodia Repatriation Programmes and the Special Emergency Programmes in the Horn of Africa area (SEPHA). Thus, total voluntary funds expenditure related to 1992 activities amounted to $1,071.9 million. In addition, the regular budget contribution to UNHCR amounted to $21.2 million (see table 1: UNHCR expenditure in 1992 by regional bureau/country and main types of assistance activities). In terms of volume of activities and related expenditure, 1992 therefore represented a record year in UNHCR's history, exceeding 1991 expenditure by some 24 per cent. It also reflected an unprecedented effort by the donor community in support of humanitarian initiatives world wide.

38. The 1993 General Programmes target, as approved by the Executive Committee at its meeting on 17 December 1992, stands at $413.6 million. Projections for 1993 under Special Programmes amount to $959.7 million, of which $447.6 million are budgeted for former Yugoslavia.

2. Emergency preparedness and relief

39. New initiatives to improve UNHCR's capacity to respond to emergencies, approved by the Executive Committee of the High Commissioner's Programme at its

forty-second session (7-11 October 1991), were put in place and tested. Owing to these new measures, UNHCR was able to respond with increasing speed and effectiveness to a relentless spate of refugee emergencies throughout 1992.

40. The enhanced internal emergency staff in the persons of five Senior Emergency Preparedness Officers (EPRO) and organized Emergency Response Teams (ERT) in the various regions were well used. The Senior EPROs were deployed for a total of more than 600 work-days during 1992 and the first quarter of 1993. They were deployed to 11 countries, either to lead emergency teams and establish UNHCR's operation during the critical emergency phase, or to assist and complement existing staff in the management of an emergency operation. Deployment of the ERTs constituted from UNHCR staff serving in various locations was not easy in a context of staffing constraints everywhere. None the less, ERT members were deployed to some 10 countries, either as members of a full emergency team to operations where there was no prior UNHCR presence, or to complement existing staff.

41. External staffing arrangements to complement UNHCR's internal staffing capacity have been realized through standby arrangements with the Danish and Norwegian Refugee Councils and also with the United Nations Volunteers (UNVs). These arrangements provide for the quick deployment of staff to emergency operations in any part of the world. To date a total of 100 Nordic personnel and 20 UNVs have been seconded to UNHCR operations in more than 14 different countries. These external sources of emergency staff have been particularly useful in complementing UNHCR's manpower resources, not only in terms of numbers, but also in providing technical personnel such as radio-operators and logistics officers, who are not normally among UNHCR regular staff.

42. An important factor which has increased the effectiveness of the emergency staff has been an improvement in their living conditions. The initiatives taken in this regard include a standby arrangement with the Swedish Rescue Services Board to provide a team able to establish a comprehensive range of facilities and services such as those needed in the establishment of a base camp for UNHCR staff in difficult field locations. Other initiatives include the deployment of base managers to take care of staff needs and improved survival field kits for individual staff. The Kenya cross-border operation, in particular, has benefited from these staff support measures. In addition, staff deployed to most of the emergency operations in 1992 were able to have mobility and communication links almost immediately, through use of the emergency stock of vehicles and telecommunications equipment.

43. An emergency stock of the most essential relief items for operations has also been established through direct purchase, with storage provided by the suppliers, or through pre-negotiated agreements which are implemented as required. In addition, UNHCR has negotiated access to stockpiles established by agencies such as the Swedish Rescue Services Board, Norwegian Emergency Preparedness Systems (NOREPS) and the stockpile of the Office of the United Nations Disaster Relief Coordinator (UNDRO) at Pisa. These arrangements have enabled UNHCR to meet immediate needs for items such as kitchen sets, blankets, prefabricated instant warehouses, etc., in a number of emergency operations during 1992.

44. UNHCR has also established standby arrangements with a number of non-governmental organizations for their rapid deployment to assist the Office in needs assessment and programme implementation in emergency operations. Initially, UNHCR has concentrated these arrangements in key sectors such as health, water, sanitation, logistics and social services. Two non-governmental

organizations have been rapidly deployed under this arrangement, as implementing partners in some of the life-saving sectors for UNHCR operations in Kenya (1992) and Djibouti (1993).

45. In line with the strengthening of its emergency response capacity, UNHCR has also expanded its emergency training to enhance staff preparedness. In 1992 the Emergency Management Training Programme (EMTP) was conducted in three regions, namely, the Middle East, Europe and the Horn of Africa; some 100 participants, comprising UNHCR staff, Government counterparts and non-governmental organization partners, benefited from these courses.

46. In 1992, the UNHCR Emergency Fund was used frequently to respond to emerging refugee situations around the world. The Emergency Fund allows UNHCR to provide a rapid response to new refugee situations and, if initial assistance proves insufficient to meet the full range of needs required by a large-scale movement of refugees, special appeals may be launched to raise funds from the international community.

47. The major areas where the Emergency Fund was utilized in 1992 included assistance to Bhutanese refugees in Nepal ($3.4 million), Somali refugees in Yemen ($3.8 million) and Kenya ($2.5 million), Sierra Leonean refugees in Liberia ($2.5 million), Mozambican refugees in Zimbabwe ($1.5 million) as well as for refugees and displaced persons from Armenia and Azerbaijan ($1.5 million). Total expenditure from the Emergency Fund in 1992 rose to $19.2 million. In recognition of the growing calls on the Emergency Fund, the Executive Committee approved an increase, effective 1 January 1993, raising the ceiling of the Fund from $20 million to $25 million, and increasing the amount available for a single emergency in a given year to $8 million.

48. Emergency assistance programmes that took place in 1992 but were funded from special appeals included: Bangladesh ($18.4 million), which assisted the new influx of Rohingya refugees from Myanmar; Iraq ($17.7 million), for assistance to the Kurdish population in the north of the country; but, most significantly, in the former Yugoslavia ($294.4 million), where an emergency operation of unprecedented scale took place to assist those persons uprooted by the ongoing conflict. This emergency operation continues in 1993.

3. Care and maintenance

49. After the emergency phase of a refugee operation, the basic needs of the refugees are met through care and maintenance assistance. In 1992, well over half of expenditure of the General Programme of UNHCR was in the form of care and maintenance assistance. This amounted to some $214.7 million, with an additional $91.3 million expended for care and maintenance assistance under Special Programmes.

50. In Africa, where the greatest percentage of care and maintenance programmes are implemented, sizeable programmes continued in Ethiopia ($29 million), Guinea ($16.3 million), Kenya ($59 million) and Malawi ($27.4 million). The situation in the Horn of Africa again required large-scale care and maintenance assistance, which was provided mostly in Kenya, where the influx of Somali refugees continued. Beyond the assistance provided in the refugee camps inside Kenya for this group, there was also a significant cross-border operation inside Somalia in order to avert further influxes of refugees into Kenya. Substantial care and maintenance programmes were also implemented in Côte d'Ivoire, the Sudan and Zimbabwe.

51. Elsewhere in the world, care and maintenance assistance continued to be provided in South-East Asia. Assistance continued for the Vietnamese population in the South-East Asian camps and Hong Kong, pending their voluntary repatriation or resettlement. The largest such programmes continued in Hong Kong ($17.1 million) and Thailand ($16.4 million), where care and maintenance assistance was also provided to refugees from the Lao People's Democratic Republic as well as to non-Indo-Chinese. During 1992, new arrivals of Vietnamese asylum-seekers virtually ceased, however. In addition, major care and maintenance programmes were carried out in 1992 in South-West Asia, most notably in Pakistan ($24.1 million), where assistance continues to be provided to the sizeable remaining Afghan refugee population pending their voluntary repatriation. In Latin America, the only significant care and maintenance programme in 1992 was in Mexico ($3.1 million), where assistance continued to be given to Guatemalan refugees, pending their voluntary repatriation.

4. Durable solutions

52. UNHCR, in cooperation with concerned Governments and the international community, continued its efforts during 1992 to resolve the tragic situation of refugees through the pursuit of the three durable solutions of voluntary repatriation, local integration and resettlement. In 1992, expenditure under both General and Special Programmes to promote these three durable solutions amounted to some $319 million.

(a) Voluntary repatriation

53. Voluntary repatriation has long been regarded as the preferred durable solution to refugee situations world wide. Profiting from the easing of political tensions in various parts of the world and the resolution of civil conflicts, UNHCR made particular efforts in 1992 to assist in the voluntary repatriation of refugees. It is estimated that some 2.4 million refugees returned to their homes in 1992. Expenditure on voluntary repatriation in 1992 under both General and Special Programmes amounted to $228.6 million.

54. Among the most significant repatriation movements in 1992 were those to Cambodia and Afghanistan. The repatriation of some 360,000 persons to Cambodia with UNHCR assistance, principally from Thailand, was completed in April 1993. During 1992, a total of 1,274,016 Afghan refugees in Pakistan were assisted in repatriating. In addition, a further estimated 250,000 Afghan refugees returned from the Islamic Republic of Iran in the same period. Given the size of the remaining refugee population in Pakistan and in the Islamic Republic of Iran, and the present situation in Kabul, it is expected that the repatriation operation to Afghanistan will continue for at least another two years.

55. Together with the rest of the United Nations system, UNHCR is preparing for the repatriation of some 1.5 million Mozambican refugees. Other large possible repatriations in the foreseeable future could be to Ethiopia, Ethiopia/Eritrea, Somalia and, when the situation permits, to Angola.

(b) Local settlement

56. In cases where voluntary repatriation is unlikely for the foreseeable future, and the host Government is agreeable, local settlement of refugees within the host country is often the best possible solution. Expenditure in 1992 for local settlement, under both General and Special Programmes amounted to $75.7 million. UNHCR supports local settlement projects in rural areas and

urban centres. In rural areas the traditional projects are for organized rural settlements. Increasingly UNHCR is now providing assistance to refugees who have spontaneously settled in local villages. This assistance includes the promotion of agricultural and non-agricultural activities, improvements of socio-economic infrastructure (i.e., water, health, sanitation, roads) and skills training. Such activities are promoted in Côte d'Ivoire, Guinea and Senegal. Organized rural settlements are being supported in China, Ethiopia, Mexico, Uganda, Zaire and Zambia.

(c) Resettlement

57. In 1992, UNHCR sought resettlement for some 42,300 persons. Of the overall number targeted for resettlement by UNHCR, the Office registered 34,510 departures.

58. The major focus for resettlement activity during the reporting period has been the Middle East. UNHCR has sought to resettle some 30,000 Iraqis from Saudi Arabia. UNHCR had resorted to resettlement after almost a year of exploring possibilities for voluntary repatriation, with appropriate safeguards, as well as prospects for local integration, neither of which proved feasible. From the beginning of the operation in April 1992 until 28 February 1993 approximately 7,200 Iraqi refugees in Saudi Arabia were accepted for resettlement, including almost 3,000 who found a solution in the region, namely in the Islamic Republic of Iran. More than 5,600 Iraqis and Iranians were resettled from Turkey in 1992; resettlement needs in Turkey for 1993 are estimated at 7,400. In addition to these two large resettlement operations, in the course of 1992 approximately 2,300 refugees from the Middle East and South West Asia were resettled.

59. An emergency operation started on 1 October 1992 for Bosnian former detainees whose release was secured by the International Committee of the Red Cross (ICRC) and who were transferred to Croatia. By the end of the year, about 5,100 had been registered by UNHCR. As at 1 April 1993, 22 countries had offered temporary protection/resettlement to the ex-detainees and their families. The majority have already travelled to third countries. The operation is expected to continue and additional releases may take place in April 1993.

60. Resettlement efforts in Africa remained focused on countries in the Horn of Africa. While responses to the resettlement needs of African refugees increased, UNHCR still had to make a special appeal in August 1992 for resettlement outside the African continent, particularly for Somali war victims. Humanitarian protection through resettlement for vulnerable refugee groups in Africa remains the priority consideration of UNHCR under the present circumstances of civil strife and ethnic warfare. Several political crises in Africa during 1992 gave rise to further resettlement needs. The operation in Africa, therefore, requires urgent attention and increased participation of the international community in support of UNHCR efforts to provide legal and physical protection against refoulement or expulsion and to ensure physical safety for individuals. As refugee situations in the African continent are in a continual state of flux, the projection of resettlement needs for sub-groups has been difficult. Although 8,000 places were projected as the need for 1992, and 6,010 African refugees departed for resettlement during the year, there were more than 6,000 African refugees awaiting resettlement placement at the end of 1992.

61. With the support of the international community, viable solutions were found for many Indo-Chinese refugees. In addition to voluntary repatriation, resettlement operations in South-East Asia under the CPA for Vietnamese and Lao refugees proceeded satisfactorily. A total of 19,516 refugees from seven countries in South-East Asia were resettled during 1992. By the end of the first quarter of 1993, a total of 5,691 refugees had departed. As the camp clearance exercise proceeds, the remaining, more difficult groups, will require special attention and support from the international community. About 6,000 resettlement places will be needed for Vietnamese refugees and some 7,000 for the Lao refugees (largely for family reunification). For those Vietnamese and Lao for whom resettlement is not feasible, the option of voluntary repatriation will be pursued.

62. In 1992, a total of 1,172 cases comprising 3,768 persons falling within the vulnerable groups category were referred for resettlement. Some 289 cases totalling 841 persons were resettled; among them were physically and mentally disabled, medically at risk and victims of torture/violence. In the first quarter of 1993, 66 cases comprising 253 persons departed. In addition, some 74 cases/232 persons had been accepted and were awaiting departure. Furthermore, some 76 cases/157 persons in the women-at-risk category were resettled in 1992. By the end of the first quarter of 1993, 43 cases totalling 122 persons in the women-at-risk category had departed, while another 35 cases/136 persons had been accepted and were awaiting departure.

(d) Refugee/returnee aid and development

63. With respect to refugee aid and development during 1992, joint UNHCR/African Development Bank (AfDB) project identification missions were undertaken in Malawi, Mozambique and the Sudan. UNHCR further contributed to the AfDB-financed South-East Rangeland Rehabilitation Project in Ethiopia. Although not fully funded, the UNHCR/International Fund for Agricultural Development (IFAD) South Khorasan Rangeland Rehabilitation and Refugee Income-Generating Activities Project in the Islamic Republic of Iran is being implemented on a reduced scale. Phase III of the Income-Generating Project for Refugee Areas (IGPRA) in Pakistan is still under way with major emphasis on training relevant to repatriation.

64. In preparation for voluntary repatriation, various initiatives have been undertaken by UNHCR in order to improve the absorption capacity of returnee areas through rehabilitation of infrastructure such as roads, water wells and schools. UNHCR, with the support of national Governments, cooperates with regional and international development agencies such as AfDB, the World Bank and IFAD in project identification and preparation. Comparable initiatives are also undertaken for refugee hosting areas.

65. Until recently, UNHCR assistance in voluntary repatriation programmes focused on individual returnees rather than on the communities to which they returned. Assistance consisted of a short-term grant of food, a cash travel allowance, roofing materials, basic farming tools and household items. It was assumed that reintegration, primarily the responsibility of the home country, would occur spontaneously. It was further assumed that Governments, assisted by development agencies, would address the needs of these communities in the context of national development programmes. These assumptions have largely proved ill-founded, and it has become clear that there exists a serious gap between relief assistance and development programmes. This gap not only threatens the successful reintegration of returnees in terms of their ability to

remain home and to rebuild their lives; it also threatens the viability of their communities.

66. To bridge the gap between basic reintegration assistance and longer-term development focused on areas of return, at least three elements can be singled out for immediate attention:

(a) The need for increased and sustained inter-agency cooperation;

(b) The need for new models of intervention for reintegration assistance and quick-acting development;

(c) The need to include areas of return in national plans of development/reconstruction.

An analysis of the challenges facing the international community in this area is contained in a document presented to the Executive Committee at its forty-third session, entitled "Bridging the gap between returnee aid and development, a challenge for the international community" (EC/SC.2/56).

5. Programme management and implementation

(a) General

67. The growth in UNHCR's assistance budgets over the past few years has provided new challenges to the Office's programme management system. Indeed, at the forty-third session of the Executive Committee (5-9 October 1992), the United Nations High Commissioner for Refugees noted that greater humanitarian challenges bring with them greater management responsibilities, in particular as concerns programmatic approaches and related management and monitoring systems. Initiatives are therefore under way to enhance the structural framework and related training so as to improve programming, operational response and control and monitoring mechanisms.

68. At the same time, efforts continue to be made at all levels to address the needs of refugee women and children in a substantive way and to focus on the integration of these and other issues, such as the environment, into overall programming. The latest revision of UNHCR's Programme Management System (PMS) has taken this into account, and it continues to be emphasized in training courses. Furthermore, new training modules are presently being developed. In the meantime, expanded People Oriented Planning (POP) training aims at exposing a critical mass of UNHCR and implementing partner staff to the analysis and needs assessment framework.

69. Two Senior Management Advisers were appointed in late 1992 to ensure that the overall management of UNHCR's field activities is in strict conformity with established procedures and controls, especially in the areas of programmes, programme support, budget and finance.

70. The field version of the Financial and Management Information System (FMIS) was further enhanced during 1992, and the majority of UNHCR Field Offices are using this system, which allows them to carry out more detailed budgeting and monitoring of projects. Implementation of the Headquarters system has met with some delays, but the transfer of the General Accounts to the new system is now foreseen for the first half of 1993.

(b) Evaluation

71. UNHCR's evaluation activities focused on operations and issues of pressing concern to the Office and evaluation recommendations continued to be taken into account in the processes of policy development, strategic planning and programme design. In-depth evaluations by UNHCR's Central Evaluation Section during 1992 included a review of United Nations coordination of the international humanitarian response to the Persian Gulf crisis; an evaluation of UNHCR's role and strategy in Southern Europe; and an assessment of the Quick Impact Project (QIP) initiative for returnee areas in Nicaragua and its possible replication in other countries and regions. Reviews were also undertaken of UNHCR's logistics policy and practice, as well as UNHCR's refugee statistics and enumeration systems. Support was provided to two major external evaluations of UNHCR, one undertaken by the Central Evaluation Unit of the Secretariat, and the other by a member of UNHCR's Executive Committee.

72. UNHCR's Evaluation Committee, chaired by the Deputy High Commissioner, endorsed a strategy paper designed to strengthen the evaluation function within UNHCR through measures such as an expansion of its roster of evaluation consultants and the establishment of collaborative, working relationships with evaluation and research units within and outside of the United Nations. Emphasis has also been placed on strengthening cooperation among sections within UNHCR, including the Training Section, the Emergency Preparedness and Response Section and the Programme and Technical Support Section.

(c) Refugee women

73. The focus of the implementation of UNHCR's Policy on Refugee Women evolved considerably during 1992 and the first quarter of 1993 towards providing practical advice and support at the field programme and project level, sharing initiatives with a view to replication in other regions, disseminating information on regional and sectoral women's issues and providing feedback on country reports. In addition, field implementation of People-Oriented Planning (POP), UNHCR's gender-sensitivity training course, has involved extensive monitoring and follow-up. This change of focus is a logical transition as the implementation of the programme evolves from advocacy and formulation of policy and guidelines to integration into programme/project design and delivery.

74. In 1992, great emphasis was placed on the further development of training materials and on delivery of POP courses, particularly at the field level. Materials were translated into Spanish and French, and new case studies were developed. Eight regional training sessions were held (two in Côte d'Ivoire, two in El Salvador, one in the Sudan and three in Thailand), attended by UNHCR staff and implementing partners, both government ministries and non-governmental organizations. A workshop was held at Geneva in May 1992 for UNHCR Emergency Preparedness and Response Officers (EPROs), and aspects of the training have been integrated into general emergency training as well as programming training.

75. Pilot programming missions were undertaken to Côte d'Ivoire, Malawi and the Philippines to test the feasibility of integrating the analytical framework advocated in the POP training. The observations and results of these missions will be reflected in future programming initiatives with a view to ensuring that the needs and resources of refugee women are an integral factor in programme and project design.

76. The first report on the implementation of UNHCR's Guidelines on the Protection of Refugee Women (EC/SCP/67, issued in 1991) was submitted to the

Executive Committee of the High Commissioner's Programme at its forty-third session (EC/SCP/74) in October 1992. The report revealed that, although significant progress has been achieved, there must be greater emphasis in the future on education and legal-awareness training, as well as stronger linkages to existing human rights instruments. Specific guidelines for dealing with rape victims are also being developed.

(d) Refugee children

77. Approximately one half of the refugees of the world are children. In 1992, the High Commissioner appointed a Senior Coordinator for Refugee Children to help increase awareness of the special needs of refugee children and to develop an appropriate policy framework and plan of action for addressing their needs. UNHCR's work for refugee children is based on the principle of "mainstreaming": consideration of their special needs must be an integral part of all programme planning and implementation.

78. One particular focus of concern has been the situation of children in the former Yugoslavia. UNHCR and the United Nations Children's Fund (UNICEF), supported by ICRC and the International Federation of the Red Cross and the Red Crescent Societies (IFRC), saw the need to spell out some practical guidelines to be respected if children are evacuated from war zones. Together with the guidelines, a brochure has been widely distributed, presenting a review of previous evacuation experiences and a synthesis of lessons which may be drawn from them. 2/ This has been well received, and there are clear indications that the guidelines have contributed to avoiding the separation of refugee children from their parents.

79. Another major issue in 1992 was the adoption by foreign individuals and agencies of children in the former Yugoslavia, allegedly born as a result of rape. UNHCR, together with UNICEF, Defense for Children International and The Hague Conference on Private International Law, cooperated to solve questions related to the protection of the rights of children who are unaccompanied or at risk of abandonment as a result of the conflict. National legislation relating to intercountry adoption was another related area of attention.

80. In South-East Asia, virtually all of the 4,575 Vietnamese registered unaccompanied minors under the CPA have been interviewed and their case histories documented. Of these, 75 per cent have received decisions, and the remaining cases will be finalized during the first half of 1993. Approximately two thirds of the decisions made by the Special Committees set up for this purpose have been for non-refugee minors to reunite with their families in Viet Nam in the best interests of the child. A Plan of Action has been drawn up to facilitate the repatriation of these children in 1993. That this course of action is in the best interests of the children was highlighted by a December 1992 study of Vietnamese children in Hong Kong detention centres carried out by the International Catholic Child Bureau. The study indicated that children living in the centres for extended periods without parental support and protection are seriously at risk and that the long-term psychological and psychosocial consequences of such detention will be very severe unless immediate attention is paid to their needs. Where family reunification is not possible, special programmes have been designed to identify alternative care.

81. In Africa, UNHCR has tried to find a solution to the plight of some 12,500 unaccompanied Sudanese boys. Shortly after they had walked back to the Sudan from refugee camps in Ethiopia, a government offensive in May 1992 forced them

to make yet another move, this time into Kenya. Here they were assisted in a reception centre on the border. When some of them fell prey to conscription, UNHCR relocated the camp 120 kilometres away from the border. In addition to individual registration carried out by UNHCR to facilitate family reunification, UNHCR has also placed some of these unaccompanied boys in foster families.

82. It is an objective of UNHCR to place greater emphasis on developing educational opportunities for refugee children. Programmes have also been introduced addressing the emotional needs of war-affected children, especially through awareness-raising and training for their teachers. Progress by UNHCR in promoting the education of refugee children had uneven results in 1992, as indicated by the examples below. Tens of thousands of refugee children obtained access to education during the reporting period; they included Liberian children in Côte d'Ivoire and Somali, Ethiopian and Sudanese children in Kenya. In Nepal there is a very high rate of school attendance, thanks to the enthusiasm of the refugees themselves and the intervention of UNHCR and non-governmental organizations. Refugees and displaced children in the former Yugoslavia still have limited access to education, and some of them have missed nearly two years of schooling. Access varies from relatively good in Serbia to medium in Croatia; there is practically no access in Bosnia and Herzegovina. In Bangladesh, Myanmar refugee children do not have access to secular education which was to have been organized with the assistance of UNHCR; they do, however, have access to study of the Koran.

83. The UNHCR Guidelines on Refugee Children, issued in 1988, are in the process of being updated and will be reviewed during the forty-fourth session of the Executive Committee (Geneva, 4-8 October 1993). Dissemination and promotion of the revised guidelines will provide a new opportunity for UNHCR to further promote the well-being of this particularly vulnerable group of refugees.

(e) Environment

84. The United Nations Conference on the Environment and Development (Rio de Janeiro, 3-14 June 1992) provided UNHCR with the opportunity to reflect on the relationship between environmental degradation and refugee movements. Environmental degradation can be a contributory factor towards refugee flows. The majority of refugee populations are to be found in ecologically fragile areas in the world, such as arid and semi-arid regions and tropical rain forest areas. The concentration of large populations in such areas leads to a tremendous strain on the environment. On the other hand, such environments are hostile to refugees and can affect their health and well-being.

85. The most obvious refugee-related environmental problems concern deforestation. In many large-scale refugee situations, a clear connection exists between an insufficient or often non-existent supply of household energy and building materials and rapid deforestation, resulting in further land degradation. As part of its Annual Programme, a number of projects have been undertaken by UNHCR to address energy supply, alternative building material supply and environmental rehabilitation. Most of these have been modest in scale and were not adequate to cover large-scale requirements. Under the Annual Programme for 1991 and 1992, for instance, $1,278,211 and $1,574,680, respectively, were allocated to the forestry sector, constituting less than 0.5 per cent of the total annual budget. Large-scale projects addressing environmental needs in refugee-hosting areas have been prepared and some of them implemented jointly with development agencies. Thus the joint World Bank/UNHCR project in Pakistan and the joint IFAD/UNHCR project in the Islamic Republic of Iran have considerable reafforestation components. Other projects jointly

prepared with development agencies have not been implemented because funding has not been obtained.

86. Environmental considerations are already reflected in the UNHCR Manual (chap. IV, annex 8.4) under Sector-Activity Guidelines and Indicators. Also, the UNHCR Handbook for Emergency Field Operations identifies many of the relevant environmental activities which should be undertaken in refugee situations. As such, environmental considerations are taken into account by UNHCR's planning tools, but a coordinated strategy has been lacking to ensure consistently sound and sustainable environmental conditions in and around refugee sites. In an effort to address in a systematic manner the environmental dimensions of refugee programmes, the High Commissioner appointed a Senior Environmental Coordinator in early 1993.

87. Recognizing the potential environmental hazards related to refugee assistance programmes and the need to sustain the environment in refugee-hosting areas, UNHCR should increase its efforts to address environmental problems in accordance with the following basic principles:

(a) Refugee assistance programmes should be planned and implemented in such a way that while the physical and social needs of refugees are addressed, a negative environmental impact in refugee hosting areas is avoided to the extent possible;

(b) UNHCR adopts and implements, in a consistent way, an ecological approach to refugee-assistance programmes to ensure explicit inclusion of environmental concerns in the planning and implementation of its programmes;

(c) The general principle in implementing this strategy should be that "prevention is better than cure";

(d) Large-scale environmental rehabilitation programmes are beyond the mandate and capacity of UNHCR. UNHCR should, however, play the role of catalyst to encourage other agencies and institutions to address large-scale environmental problems in refugee-hosting areas.

B. Regional developments in Africa

88. In Africa millions of people have been uprooted from their homes because of civil and ethnic conflict, human rights abuses, drought, and the famine and suffering that accompany these shattering events. Some of these people have fled to neighbouring countries in Africa, which now hosts some 6 million refugees - a third of the world's total refugee population - and elsewhere in the world. A greater number have become internally displaced persons, now estimated to number 15 million in Africa, a dramatic increase from the estimated 4 million internally displaced persons in 1980.

89. The increased incidence of conflicts within some countries in Africa, coupled with the drought in southern Africa, once again resulted in major movements and an increase in the African refugee population by some 844,000, rendering necessary an expansion of UNHCR's activities on the continent. There were major influxes from Mozambique into Malawi (77,000 in 1992 and 1,000 in the first quarter of 1993) and Zimbabwe (39,261 in 1992 and 1,039 in the first quarter of 1993). The continued conflict in Liberia also led to an influx of Liberian refugees into Côte d'Ivoire (15,000 during 1992 and 25,000 during the first quarter of 1993) and Guinea (20,000 in 1992 and 40,000 during the first

quarter of 1993). Kenya faced a major emergency with the arrival of refugees from Ethiopia (58,000 in 1992), Somalia (189,000 in 1992 and 1,000 in the first quarter of 1993) and the Sudan (21,800 in 1992 and 1,000 in the first quarter of 1993). Another major emergency flared in December 1992 as Togolese refugees flooded into Benin (180,000 by 31 March 1993) and Ghana (100,000 by 31 March 1993). Uganda received 6,000 Rwandese refugees following events in north-eastern Rwanda - which itself has nearly 1 million internally displaced persons - in October 1992. Uganda then received 15,000 Zairians following events in eastern Zaire in December 1992. New Sudanese refugees entered northern Uganda (15,000 in 1992 and 3,000 in the first quarter of 1993) and the Central African Republic (17,700 in 1992). Some 10,000 Chadian refugees also entered the Central African Republic during the first quarter of 1993. The increase in refugee and returnee populations has necessitated the launching of emergency operations along with the strengthening of UNHCR's emergency preparedness and response capacity in the region.

90. The effects of conflict and drought on the already weakened economies of the Horn of Africa have increased the number of those living in extreme poverty. Massive population movements and famine, and the disruption of already limited social services, have together created unprecedented levels of hardship in most parts of the continent. In many cases, family farms have been abandoned and productive assets destroyed or stolen, resulting in a total paralysis in food production and limited food security. Children have been abandoned or orphaned and often drawn into ethnic conflicts or fighting. Women have been increasingly exposed to violence and rape. The combination of civil war, insecurity and years of neglect continued to put millions of refugees, returnees and internally displaced persons, particularly children, on the brink of death from starvation and disease. Epidemics of communicable diseases are now sweeping most of the continent.

91. Recognizing the gravity of the crises facing Africa, the Assembly of Heads of State and Government of the Organization of African Unity (OAU), at its twenty-eighth ordinary session (June/July 1992), decided to adopt, in principle, the establishment within the framework of OAU, and in keeping with the objectives and principles of the Charter, a mechanism for preventing, managing and resolving conflicts in Africa. The Assembly also mandated the OAU secretariat to undertake an in-depth study of such a mechanism with particular reference to its institutional and operational details, and to submit its findings and recommendations to the next session of the Assembly in June 1993. Efforts were also made to strengthen the newly established Division of Conflict Management, Prevention and Settlement within the OAU secretariat as a contribution to regional peacemaking initiatives. 1/ UNHCR welcomes these developments, which could contribute to fostering conditions for the preferred durable solution of voluntary repatriation.

92. Regarding the search for durable solutions to the African refugee problem, the link between peace, stability, security, the observance of human rights and the prevention of refugee flows has long been recognized by African leaders, as illustrated by the 9 April 1992 Declaration on the Framework of Cooperation and Action Programme, issued by Heads of States and Governments in the Horn of Africa. The Declaration called upon the international community, the United Nations and non-governmental organizations to assist the affected countries to establish an environment of peace, security, stability and democracy conducive to the safe delivery of humanitarian assistance to persons in need and enabling the return and reintegration of refugees.

93. The disintegration of law and order in Somalia and the collapse of Government authority, with the consequent rise in insecurity, left UNHCR with the burden of caring for almost 1 million Somali refugees in neighbouring countries. It is hoped that United Nations action will contribute to restoring law and order and that the National Reconciliation Agreement signed by Somali political leaders and elders on 27 March 1993 at Addis Ababa will lay the foundation for the long-term economic and social reconstruction of this war-torn country as well as for the eventual mass voluntary repatriation of refugees.

94. Despite the magnitude of ongoing crises in the Horn of Africa, there has been some encouraging progress towards solutions. Some 50,000 refugees repatriated from Kenya to Ethiopia in the first quarter of 1993 and a tripartite agreement was signed in February 1993 concerning the voluntary repatriation of Ethiopian refugees from the Sudan. Discussions continue with the Eritrean authorities concerning UNHCR involvement in the repatriation from the Sudan and eventual reintegration of Eritrean refugees. In other parts of Africa, such as in Mozambique, the processes of political reconciliation, supported by regional initiatives, have moved forward dramatically.

95. In contrast, the peace process suffered a dramatic setback in Angola, where some 95,000 persons have already returned spontaneously. Peace efforts continued to be frustrated in Liberia, Rwanda, southern Sudan and Togo. Because of political instability and insecurity, as well as drought and a lack of conducive conditions in countries of origin, UNHCR was able to facilitate the organized repatriation of fewer refugees than initially expected.

96. The presence of land-mines and thousands of other unexploded ordnance poses a real threat to returnees and the local population in countries such as Angola, Mozambique and north-west Somalia, where UNHCR has been obliged to support mine-clearance activities. In view of the magnitude of the problem, however, UNHCR simply does not have the capacity to engage in mine clearance on the scale necessary to ensure the safety of access routes and areas of return. Where the presence of mines is a significant obstacle to voluntary repatriation, and where there are no other actors willing or able to undertake de-mining, UNHCR would be prepared to implement a de-mining programme itself, until such time as the agencies of the United Nations develop a system-wide policy on this delicate issue. Mine awareness and de-mining should be a vital component of the planned Mozambican repatriation operation. Beyond the presence of land-mines, the proliferation of firearms and the impact of drought have exacerbated the state of insecurity in many potential areas of return.

97. In 1992 and the first quarter of 1993, UNHCR implemented a new "cross-mandate" and "cross-border" approach to the delivery of assistance to all needy persons living in the same community. This approach has been adopted in eastern and southern Ethiopia, as well as in the Ogaden. Under the cross-mandate approach, mixed populations comprising refugees, returnees, internally displaced persons, demobilized soldiers and civilians affected by war and drought receive basic food rations, agricultural seeds and veterinary drugs. They also benefit from improved water supplies, rehabilitated schools, expanded clinics equipped with essential medicines, and other social facilities. The implementation of cross-mandate activities is undertaken collectively by the United Nations, non-governmental organizations, government bodies and donors.

98. The cross-border approach which is being implemented along the borders of Djibouti, Ethiopia, Kenya, Somalia and the Sudan is aimed at averting population movements and creating conditions conducive to the voluntary repatriation of refugees or the safe return of internally displaced persons. As a result of

cross-border activities planned and launched from Kenya, nearly 120 Quick Impact Projects (QIPs) have been initiated in the sectors of water, health, agriculture, livestock and infrastructural development inside Somalia. It is necessary to ensure the continued support of the international community for this innovative approach, and a nine-month cross-border programme has been proposed for funding and implementation in 1993. While funding is clearly vital, the major constraint remains lack of security in the region. In this connection, efforts are being made by the United Nations Operation in Somalia (UNOSOM) and the United Nations Task Force (UNITAF) to improve security along the border, particularly in those areas where refugees are living.

99. In early 1992, UNHCR, the Department of Humanitarian Affairs, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP), UNICEF, the World Food Programme (WFP) and the World Health Organization (WHO) made determined efforts to coordinate and harmonize their humanitarian relief activities with those of ICRC and non-governmental organizations. This was done particularly in the context of the Special Emergency Programme for the Horn of Africa (SEPHA) and the Drought Emergency Operations in Southern African (DESA). Inter-agency cooperation has entailed regular consultations and joint needs assessments, as well as collaboration in the delivery of relief assistance. Efforts are still needed to improve collaboration in information-sharing, programme planning, implementation and evaluation in order to ensure the rational use of resources and efficient administration. Although useful initiatives in inter-agency cooperation were launched in 1992, they need to be enhanced and pursued further in order to minimize gaps in the continuum of humanitarian relief activities, rehabilitation and development. In this context, UNHCR's short-term relief and aid to returnees (and sometimes host communities) is provided in the form of transport, food, water, shelter, health care, blankets, domestic-household items, tools, and seeds. This type of assistance, which is vital for the period immediately after return, needs to be complemented by development initiatives.

100. There are certain basics that must exist for a community to absorb a refugee influx or receive a group of people returning home. Although not a development agency, UNHCR has been compelled to implement basic, development-type activities in the form of QIPs in some of its programmes. Essential development activities are considered a prerequisite for the viability and durability of a voluntary repatriation operation, such as the one to Somalia, or a sustainable self-sufficiency programme, such as the one implemented for over 550,000 Liberian refugees in Guinea, which is one of the least developed countries in Africa. UNHCR has alleviated the refugee burden upon the host community by upgrading access roads, repairing bridges, digging boreholes, setting up primary health posts, training midwives, refurbishing local schools and subsidizing the production of food crops. These are modest projects but they permit the host community to survive, make the refugees self-supporting, and provide useful skills which refugees can use when they return home.

101. UNHCR has consistently advocated a well-coordinated and integrated approach to the voluntary repatriation and reintegration of returnees within the context of a properly conceived programme for political, economic and social reconstruction. In this regard, UNHCR has continued to act as a catalyst, sensitizing, encouraging and cooperating with development organizations, lending institutions such as the African Development Bank, donors and, most of all, the countries concerned, to ensure that development agencies and programmes support projects to fill the development gap or ensure the linkage between humanitarian assistance and long-term development. Therefore, it is imperative that the international community develop an overall framework or policy for such an

approach. A successful approach would depend upon the creative use of the network of implementing partners in Africa combined with an imaginative fund-raising strategy to tap new sources of funds while ensuring efficiency and accountability in resource utilization.

102. The ongoing consolidation of the peace process in Mozambique as a result of the signing of the 4 October 1992 peace agreement has opened the way to repatriation of an estimated 1.5 million refugees in coordination with other United Nations agencies and non-governmental organizations - the largest such organized movement in UNHCR history. UNHCR has already drawn up a plan of operations and a budget to ensure that the voluntary repatriation and reintegration of Mozambicans is carried out in accordance with internationally accepted principles and procedures. A UNHCR appeal for over $200 million will be issued in late April 1993 to allow for major movements to start immediately after the rainy season in May/June 1993. In Mozambique, as in many other parts of Africa, the success of the peace agreement will be greatly determined by the willingness and ability of the international community to assist internally displaced persons, demobilized soldiers and drought victims as well as returning refugees and, beyond this, to commit itself to a long-term process of stabilization and rehabilitation.

103. There is an urgent need, therefore, for the international community to focus on African refugees today - to reinforce the political will and commitment of Governments to find lasting solutions to address refugee problems and insecurity, to improve conditions for the delivery of humanitarian assistance and ensure mobilization of adequate resources, to promote voluntary repatriation and tackle the plight of internally displaced and other affected persons.

104. During 1992, total expenditure in Africa amounted to $284,435,700, of which $186,937,000 was spent under General Programmes and $97,498,700 under Special Programmes.

C. Regional developments in the Americas and the Caribbean

105. Progress in the attainment of durable solutions coupled with the risk of new movements of asylum-seekers characterized 1992 and the first quarter of 1993 in the Americas and the Caribbean. Repatriation and local integration continued to be supported, especially in the Central American region through the International Conference on Central American Refugees (CIREFCA). The situation with regard to Haitian asylum-seekers remained an area of major concern for the Office.

106. In the Central American region, the international community continued to demonstrate strong support for the attainment of lasting solutions for refugees, returnees and displaced persons, pledging $82.7 million at the Second International Meeting of the CIREFCA Follow-Up Committee (San Salvador, 7-8 April 1992). During deliberations at the forty-third session of the UNHCR Executive Committee in October 1992, the achievements of the CIREFCA process were underscored by numerous delegations as an example of a successful regional approach to durable solutions for the uprooted. The conclusion on CIREFCA adopted by the Executive Committee (A/AC.96/804, para. 28) welcomed the outcome of the Second International Meeting and, in particular, the decision taken on that occasion to extend the duration of the CIREFCA Concerted Plan of Action (A/44/527 and Corr.1, annex) for an additional two years to May 1994. The Executive Committee also agreed that UNDP ought to assume the "lead agency" role in CIREFCA as of July 1993 in order to consolidate integration and reintegration

processes in the region. Moreover, the Executive Committee suggested that UNHCR apply the valuable lessons learned through CIREFCA to other regions of the world. Further support for CIREFCA was expressed in December 1992 by the General Assembly in its resolution 47/103 of 16 December 1992 and at the "San José IX" Interministerial Summit between the countries of the European Community and Central America.

107. Since the commencement of the CIREFCA process in May 1989, $240.1 million have been mobilized for 153 projects with external financial requirements of $335.7 million. These funds have been channelled through non-governmental organizations (38 per cent), Governments (32 per cent), UNHCR (24 per cent) and others (6 per cent). An amount of $95.6 million, representing 28.5 per cent of total funds requested by the seven affected countries (Belize, Costa Rica, El Salvador, Guatemala, Honduras, Mexico and Nicaragua), remains to be covered.

108. Direct support to the follow-up of the CIREFCA Concerted Plan of Action by UNHCR and UNDP continued to be provided through the CIREFCA Joint Support Unit (JSU), based at San José, Costa Rica. Jointly staffed and funded by UNHCR and UNDP, JSU played a key role in resource mobilization, technical support and regular reporting on progress in implementation of the Concerted Plan of Action. To strengthen the gender focus of CIREFCA projects and benefit from the expertise of the United Nations system, the United Nations Development Fund for Women (UNIFEM) has provided the services of an expert on women's issues to work within JSU. The Unit also functions as the Secretariat of the CIREFCA Follow-up Committee, comprising the seven affected countries, chaired by El Salvador since October 1992. It has been agreed that, as of August 1993, Mexico will chair the Follow-up Committee for the final phase of the CIREFCA Concerted Plan of Action.

109. In February 1992, UNHCR and UNDP convened a conference in Guatemala City entitled "A Gender Approach to Work with Refugee, Returnee and Displaced Women in Central America (FOREFEM)" within the CIREFCA framework to continue the process of mainstreaming refugee women's issues. Practical results of the FOREFEM Conference include the revision of all CIREFCA projects to enhance their impact on women and the commencement of human rights training specifically directed towards women.

110. The signing of the Chapultepec Accord between the Frente Farabundo Martí para la Liberación Nacional (FMLN) and the Government of El Salvador in January of 1992 was a further example of the consolidation of peace in the region and stimulated the repatriation of 3,204 Salvadorian refugees during 1992 and approximately 200 during the first quarter of 1993. Another encouraging development in Central America was the first collective repatriation of 2,466 Guatemalan refugees in January of 1993. On the basis of written agreements between the concerned parties following protracted and complex negotiations, this first movement is expected to be followed by the further collective and individual repatriation of an estimated 15,000 Guatemalan refugees during 1993. In addition to the returnees who arrived collectively in Guatemala in January 1993, another 1,719 and 600 individual returnees were received in Guatemala during 1992 and the first quarter of 1993 respectively. To support protection and assistance activities for the returnees and monitor the reintegration programme, UNHCR established four field offices in Guatemala during 1992 in Nenton, Barillas, Cantabal and Betel.

111. In Latin America, the voluntary repatriation of 4,492 Surinamese refugees from the French Overseas Territory of Guyana in 1992 surpassed original planning estimates of 2,500 for the entire year and has allowed UNHCR to schedule the closure of its operations in Guyana by the end of March 1993 and in Suriname by

September 1993. Another 1,292 refugees were repatriated from various countries to Chile during 1992 as were some 350 during the first quarter of 1993, thereby allowing UNHCR to scale down its operations in Chile by April of 1993.

112. Since the September 1991 military coup in Haiti, some 48,000 Haitians have fled their country in search of asylum. The influx of Haitian asylum-seekers affected several neighbouring countries in the region. Direct arrivals of Haitian boat people were recorded in Cuba (2,451 in 1992 and 208 during 1993), the Bahamas (1,404 in 1992), the Dominican Republic (735 in 1992), Jamaica (142 in 1992) and Panama (22 in 1992 and 277 in 1993). In 1992 the Government of the United States of America continued its policy of interdiction and by May 1992 had interdicted and transferred to the United States Naval Base at Guantanamo Bay, Cuba, a total of 41,019 Haitians. Of this group, a total of 11,617 Haitians were screened in by the United States Immigration and Naturalization Service. Owing to the continuing large-scale influx, the United States Government then began implementing a policy of the summary return of all Haitian boat people interdicted on the high seas.

113. On a number of occasions, the High Commissioner has expressed her concern regarding the policy of interdiction and return. As an alternative, in December 1992 the High Commissioner proposed a Comprehensive Plan of Action to Governments in the region, outlining diplomatic initiatives to address the root causes of the crisis and proposing mechanisms to ensure respect for the basic principles of international refugee protection, including non-refoulement, asylum for those found to have a plausible claim and return to Haiti in safety and dignity of non-refugees, along with measures to accelerate status determination. In order further to strengthen protective mechanisms and as part of the Comprehensive Plan, UNHCR opened an office in the Dominican Republic in December 1992 and increased its presence in Haiti at the same time.

114. With regard to the ongoing crisis, the High Commissioner continues to advocate adherence to international principles of refugee protection. She is pleased to note the renewed commitment to work towards a comprehensive, democratic solution by the Government of the United States, the United Nations and the Organization of American States (OAS) and has offered her cooperation wherever possible and appropriate.

115. In Canada, new legislation known as Bill C-86, amending Canada's Immigration Act to restructure refugee determination procedures, became law on 1 February 1993. According to this Bill, UNHCR's Branch Office in Canada is expected to participate actively in training Senior Canadian Immigration Officers and to have a direct supervisory role in the implementation of the Humanitarian and Compassionate Criteria to be utilized in post-claim reviews.

116. During 1992, total expenditure in the Americas and the Caribbean amounted to $49,807,000, of which $23,679,800 was spent under General Programmes and $26,127,200 under Special Programmes.

D. Regional developments in Asia and Oceania

117. During 1992 and the first quarter of 1993 great strides were made in the implementation of the Comprehensive Plan of Action (CPA) for Indo-Chinese Refugees and the Orderly Departure Programme (ODP) for Vietnamese refugees, and slow but steady progress was recorded in the repatriation from Thailand of refugees from the Lao People's Democratic Republic. UNHCR was confronted with new refugee challenges during 1992 in South Asia.

118. The influx of Myanmar refugees into Bangladesh, which began in the fall of 1991, continued until the summer of 1992. A refugee census completed in September 1992 showed 250,877 people from Myanmar in 20 camps, mainly in the district of Cox's Bazar. Assistance was given and consisted of food, mostly from WFP, shelter, water, sanitation, domestic items and health care. The Ministry of Relief implemented the assistance programme and, with UNHCR, coordinated the technical inputs of several international and national non-governmental organizations. A bilateral agreement signed by the Governments of Bangladesh and Myanmar in April 1992 prepared the way for the voluntary repatriation of the refugees. Through the end of March 1993 a total of 22,477 refugees had returned to Myanmar. UNHCR and the Government of Bangladesh have agreed upon the text of a Memorandum of Understanding to regulate the voluntary repatriation of the refugees. At the time of writing, UNHCR was awaiting the necessary agreement from the Government of Myanmar to establish a small international presence in Rhakine State to monitor and follow up returnees from Bangladesh.

119. During 1992 a major influx continued into Nepal of ethnic Nepalese from Bhutan which had begun in early 1991. From 1 January to 31 December 1992, 65,938 had arrived, and by 20 March 1993 the number had risen to 82,219 asylum-seekers in six camps in south-eastern Nepal. They have received assistance in the sectors of food, shelter, water, sanitation, health care, education and community services. Apart from a brief period in April-May 1992 when malnutrition was a serious threat in the camps, the assistance programme has addressed the needs efficiently and expeditiously with the help of international and local non-governmental organizations. It is worth noting that over 20,000 children have been registered for attendance at camp schools. Repatriation of the Bhutanese was discussed separately between UNHCR and the Governments of Nepal and Bhutan in the course of 1992. Both Governments have informed UNHCR that the issue of the refugees is under review bilaterally. The High Commissioner has offered both States the services of the Office in finding a durable solution.

120. Since mid-1992 events in Afghanistan have produced a fresh influx of refugees into India, most of them being Hindus or Sikhs. As at 31 December 1992 the number of Afghan refugees in India totalled 11,002, and at 31 March 1993 the number had risen to 19,544.

121. In the course of 1992, 28,971 Sri Lankan refugees returned from India and were received in reception centres assisted by UNHCR, which has been certifying the voluntary nature of this repatriation on the Indian side since August 1992. The repatriation was suspended in late October 1992 and had not started again by 31 March 1993, owing to logistical problems in securing sea transport. There are still significant numbers of potential returnees in India. The conflict between the Liberation Tamil Tigers of Ealam (LTTE) and the Government of Sri Lanka in the north and east of the country has at times restricted the freedom of movement of returnees and produced large numbers of internally displaced persons. UNHCR provides assistance to some 31,000 internally displaced persons in Open Relief Centres.

122. From 1980 to the end of 1992, a total of 14,723 Lao refugees and asylum-seekers repatriated to the Lao People's Democratic Republic under UNHCR auspices, mainly from Thailand and the People's Republic of China. More than half repatriated during 1991 and 1992. From 1 January to 31 December 1992, some 3,036 Lao returned from Thailand while another 579 had repatriated by 31 March 1993. During 1992, repatriations from China reached 1,621, with another 198 repatriations during the first quarter of 1993. Five tripartite

meetings have been held by the Lao and Thai Governments and UNHCR, most recently at Rayong, Thailand, on 13 and 14 July 1992, mainly to regulate procedures for repatriation from Thailand. A tripartite meeting was also organized in July 1991 by the Governments of the Lao People's Democratic Republic and China and UNHCR to regulate repatriation from China. The Government of the Lao People's Democratic Republic has clearly affirmed its policy whereby all Lao nationals who have sought asylum abroad since 1975 are welcome to return without fear of reprisal.

123. At the end of 1992, there remained some 41,000 Lao refugees and asylum-seekers in Thailand, while the number of Lao refugees in China was estimated at approximately 2,000. Although it is not possible to predict how many of these people will eventually opt for repatriation, by early 1993, nearly 3,200 applicants from Thailand were waiting to repatriate and 120 refugees in China had also filed applications. Each person repatriating under UNHCR auspices presently receives a cash grant equivalent to $80 in the country of asylum prior to departure, and then receives $40 and an 18-month rice ration upon arrival in the Lao People's Democratic Republic. In 1993, vegetable seeds and a small kit of agricultural tools were added to the standard assistance given to each returnee family. Two international non-governmental organizations started collaborating on settlement projects in six provinces in 1992. These non-governmental organization partners are mainly concerned with community development and the extension of development assistance to the villages surrounding returnee settlements.

124. The repatriation of Cambodians, carried out within the framework of the Paris Peace accords of 23 October 1991, began on 30 March 1992. By 1 April 1993 a total of 344,286 persons had returned to Cambodia with UNHCR, including 342,336 from Thailand, 1,128 from Indonesia, 622 from Viet Nam, 198 from Malaysia, one from Singapore and one from Hong Kong. The repatriation movement was completed in late April 1993. On 30 March 1992, one year after the start of the repatriation operation, the High Commissioner presided over the official closing ceremony of Site 2, the last of the seven camps for Cambodians in Thailand.

125. The repatriation operation has been characterized by an exemplary degree of cooperation among United Nations agencies in their respective areas of expertise. The UNHCR Special Envoy held the complementary function of the United Nations Transitional Authority in Cambodia (UNTAC) Director for Repatriation, thus ensuring the fullest level of support and protection for the operation from the UNTAC peace-keeping and civilian police components. The United Nations Development Programme's Office for Project Services (OPS) established Provincial Support Units in the four western provinces, each with sectoral specialists coordinating the planning of United Nations and bilateral agencies, non-governmental organizations and provincial and district authorities, in a comprehensive five-year Rural Integration Strategy. All components of the UNHCR and UNDP reintegration programmes are jointly reviewed and guided by a well-established Joint Technical Management Unit (JTMU). WFP has succeeded in delivering food without delay or interruption throughout the repatriation operation. UNICEF dedicated a significant part of its well-drilling capacity to provision of potable water to communities receiving returnees.

126. To assist communities in reintegrating returnees, UNHCR has funded over 40 small Quick Impact Projects (QIPs) through the JTMU mechanism established with UNDP, at a cost of $7.8 million. Benefits include repair of 220 kilometres of roads and 22 bridges, provision of 1,362 wells and 11 ponds, construction of 670

latrines, construction and repair of 355 schools, upgrading of services in 32 hospitals and clinics, de-mining and land preparation activities (involving over 8,000 hectares of land), and family assistance to over 10,000 vulnerable returnees. A joint UNHCR/UNDP/WFP appeal, covering the needs of all three agencies during the reintegration phase, was launched by the Special Representative of the Secretary-General at the UNDP-hosted donors' meeting at Phnom Penh on 25 February 1993. After mid-1993, UNDP is to assume fuller responsibility for the reintegration programme begun jointly with UNHCR. WFP assumed operational responsibility as of 1 April 1993 for continuing distribution of food to the returnees for the agreed 400-day period for each family after return. UNHCR will retain monitoring and protection staff based at Phnom Penh and Battambang, covering all returnee areas, throughout the period of direct food assistance to returnees.

127. Turning to progress under the CPA, a total of 55 Vietnamese asylum-seekers arrived by boat at Hong Kong and in countries of South-East Asia in 1992. This compares with a figure of 22,422 in 1991. Thirty people arrived by boat in Japan during the first two months of 1993. Many factors contributed to this substantial drop in asylum-seekers from Viet Nam. They include: developments in Viet Nam, the mass information campaign, the joint UNHCR/EC announcements in September 1991 that the level of cash assistance would be reduced for all asylum-seekers arriving in countries of first asylum after 27 September 1991, and the bilateral agreement between the United Kingdom/Hong Kong and Viet Nam on 29 October 1991 on a programme of orderly return of Vietnamese non-refugees. During 1992, UNHCR continued to expand the mass information campaign in Viet Nam. Films showing the camp situation in first asylum countries/territory were produced by Vietnamese television, and major Vietnamese magazines published special issues on the reintegration of returnees. UNHCR also sponsored an International Forum on the CPA in Washington, D.C., in April 1992.

128. By the end of 1992, refugee status determination procedures had been completed or nearly completed in the region with the exception of Hong Kong. The appeal/review process is under way. A number of meetings took place to streamline the procedures and the application of the refugee criteria and to improve cooperation between UNHCR and officials from the first asylum countries/territory. Considerable progress has also been made in the identification and documentation of those who qualify for the Special Procedures in the region. The documentation of minors has been completed in most countries/territory of first asylum, and 75 per cent of those submitted to the Special Committees have received recommendations.

129. A total of 9,644 Vietnamese refugees were resettled in 1992 and 1,705 in the first two months of 1993. At 28 February 1993, the pre-cut-off date Vietnamese refugee case-load stood at 1,693 while the post-cut-off date case-load stood at 8,223. Appropriate solutions have yet to be identified for the pre-cut-off date residual case-load.

130. Efforts to promote the repatriation of Vietnamese asylum-seekers continued in 1992, and a total of 16,952 persons repatriated voluntarily during the year. Another 1,200 Vietnamese returned voluntarily in the first three months of 1993. During 1992, repatriated Vietnamese continued to receive reintegration assistance upon their return. Prospective returnees who arrived in first asylum camps prior to 27 September 1991 will receive financial assistance up to the equivalent of $30 per month for a 12-month period. The distribution of this allowance is carried out at the provincial level and the majority receive a lump sum. For needy returnees housing assistance is also provided. UNHCR also provides assistance in the form of small-scale projects for local communities

which benefit both returnees and the local population. These micro-projects aim at improving the self-sufficiency of returnees, generating employment and strengthening infrastructure. UNHCR reintegration assistance is further enhanced by the important International Reintegration Assistance Programme in Viet Nam, financed by the European Community, focusing on job creation, vocational training, micro-projects, health and the promotion of small enterprises.

131. During 1992, total expenditure in Asia and Oceania amounted to $174,527,000, of which $49,622,900 was spent under General Programmes and $124,904,100 under Special Programmes.

E. Regional developments in Europe

132. Refugee and asylum issues, as well as migration topics, continued to be a major concern for European States. The conflict which flared in the former Yugoslavia in late 1991 raised the spectre of the largest refugee flows in Europe since the Second World War.

133. In Western Europe the estimated number of asylum-seekers in 1992 was close to 700,000, compared to 545,000 in 1991 and 420,000 in 1990. If the number of asylum-seekers from the former Yugoslavia is excluded, the number of persons seeking asylum in Europe during 1992 stabilized or decreased in several countries. The routes to countries of asylum also appeared to be changing. Some States reported a marked decrease in the arrival of asylum-seekers at international airports, whereas States in Central and Eastern Europe are increasingly becoming countries of transit or of asylum.

134. In response to these developments, Governments in the region have introduced legislation and measures to streamline status determination procedures, shorten their duration and distinguish at an early stage between founded and manifestly unfounded applications for asylum. At the same time European States intensified international consultations on harmonized or common immigration and asylum policies. This has been the case particularly among the EC member States, which in December 1992 adopted asylum resolutions on manifestly unfounded applications for asylum, on third host countries and on countries where there is in general no real risk of persecution. At the pan-European level a recommendation was prepared on the prevention of illegal immigration, which was agreed upon at the Ministerial Conference of Budapest in February 1993.

135. The problem of managing the consequences of the great influx of asylum-seekers and processing their asylum claims has been aggravated by increasing manifestations of xenophobia and racism and a high incidence of attacks on reception centres for asylum-seekers and refugees.

136. UNHCR followed developments in the region closely. The Office participated in numerous international meetings in Europe on refugee, asylum and migration issues and gave advice on the implementation of the 1951 Convention and the 1967 Protocol. UNHCR noted States' growing reliance on such measures as increased border control, visa obligations, air carrier sanctions, safe country of origin and first asylum concepts to manage irregular inflows of migrants. UNHCR continued to emphasize that such measures do not offer solutions to the refugee problem as such, in that they increasingly make it difficult for persons in need of international protection to gain access to asylum procedures.

137. In May 1992 the United Nations High Commissioner for Refugees appealed to all concerned Governments, political parties, international agencies and non-governmental organizations to develop a dialogue on a comprehensive strategy towards refugees and migration in Europe. The main elements of a comprehensive strategy are protection to those in need; preventive activities; assistance for refugee and returnee programmes; a clear distinction between persons fleeing persecution and violence and those who leave their homes for other reasons; public information to raise awareness and acceptance of refugees in countries of the asylum; and a focus on would-be migrants in the countries of origin. It is noted in this context that the European Council of Edinburgh (December 1992) recognized the need for a comprehensive approach including coordinated action in the fields of foreign policy, economic cooperation, and immigration and asylum policy. The Council also recognized the importance of aid which encourages sustainable social and economic development in reducing longer-term migratory pressures.

138. UNHCR further established its representation in Central and Eastern European States, including in the newly emerged Commonwealth of Independent States, focusing its activities on protection, refugee law promotion and institution-building, with some limited assistance programmes. The problems faced in these countries are increasingly similar to those in Western Europe as Governments seek to reinforce their control over migratory flows which transit through their territory. All Central European States have adhered to the 1951 Convention relating to the Status of Refugees as well as its 1967 Protocol; two have adopted national implementing legislation while the others have draft legislation. Similarly, national administrations competent to deal with refugee issues have been or are being established. UNHCR provides the necessary technical advice and some material support to make these bodies fully operational. Support is also being provided to the nascent non-governmental organization movement in those countries, particularly in cooperation with the European Consultation on Refugees and Exiles (ECRE). Assistance has been provided to destitute refugees and/or to Governments to facilitate the local integration of refugees where possible. Financial support has also been provided for refugees from the former Yugoslavia in Hungary and will shortly be extended to groups of Bosnians, particularly women and children accepted in other Central European countries.

139. Priority is given by UNHCR to refugee law promotion and institution-building. A series of "first-generation" seminars was organized during 1992 to familiarize senior government officials with migration issues, refugee law and international and European human rights law. Seminars have been held for officials of the Ministries of Justice, the Interior, Labour and Social Affairs and also for non-governmental organization representatives. Organized in cooperation with the International Organization for Migration (IOM), the meetings have included participants from the Centre for Human Rights, the Council of Europe, ICRC and the IFRC, as well as national experts from Western European refugee and immigration offices. By the end of April 1993 such seminars were held in 11 countries, including the Baltic States. In addition, workshops and training programmes have taken place on refugee status determination, nationality law and the reduction of statelessness. "Second-generation" seminars on specific refugee issues are in preparation to meet the needs of immigration and police authorities as well as national refugee administrations in the various republics. Special emphasis is now being placed on "train the trainers" programmes.

140. The Russian Federation acceded to the 1951 Convention and the 1967 Protocol in November 1992 and promulgated its national refugee law in February 1993. The

Government has begun to put the necessary structures and procedures in place. UNHCR assisted the most destitute asylum-seekers in Moscow through a care and maintenance project, and Chilean refugees returned home through a voluntary repatriation programme sponsored by UNHCR.

141. In response to a request from the Governments of Armenia and Azerbaijan, UNHCR mobilized its Emergency Response Team (ERT) and initiated a six-month relief project in each of these two States. In Georgia, UNHCR participated in a United Nations inter-agency mission in January 1993 and, along with other agencies, implemented a relief project for internally displaced persons.

142. In November 1991, UNHCR received a mandate from the Secretary-General of the United Nations to act as lead United Nations agency to provide protection and assistance to those affected by conflict in the former Yugoslavia, then estimated at about 500,000 people. A number of activities were planned and implemented together with UNICEF, WFP, WHO, ICRC, IFRC and non-governmental organizations. In February 1992, the Security Council approved the deployment of peace-keeping forces, the United Nations Protection Force (UNPROFOR), as well as police and civilian units, in four sectors in eastern and western Slavonia and in Krajina, for an initial period of one year. A logistics and distribution network and warehousing facilities were established throughout the former Yugoslavia. On 8 April, the Secretary-General signed the joint UNHCR/UNICEF/WHO revised appeal for humanitarian assistance in former Yugoslavia. Almost immediately after the revised appeal was issued, fighting increased, and by mid-April the total population displaced within the former Yugoslavia had risen to 800,000, reflecting an extension of the conflict to Bosnia. By the end of May the number of displaced persons had reached 1.3 million.

143. The situation in the republics of the former Yugoslavia rapidly became the subject of intense negotiations and the growing involvement of the United Nations. On 15 May 1992, UNPROFOR was fully deployed in eastern Slavonia. On 30 May 1992, the Security Council voted on sanctions against the Federal Republic of Yugoslavia (Serbia and Montenegro). The humanitarian airlift to Sarajevo, the largest since the Berlin airlift, started its operation on 3 July 1992, bringing a daily average of 200 metric tons of food and medical supplies. The operation was temporarily interrupted several times due to increasing security incidents. By the end of March 1993 some 3,021 sorties had carried 32,840 metric tons of humanitarian relief supplies into Sarajevo.

144. On 29 July 1992, the United Nations High Commissioner for Refugees convened at Geneva a high-level International Meeting on Humanitarian Aid for Victims of the Conflict in the Former Yugoslavia. This meeting was attended by all affected countries in the region, by the donor community and other interested States, and by a considerable number of governmental and non-governmental organizations. It endorsed the Comprehensive Response to the Humanitarian Crisis in the Former Yugoslavia, as proposed by the High Commissioner. The Comprehensive Response consists of seven components: respect for human rights and humanitarian law, preventive protection, humanitarian access, special humanitarian needs, temporary protection, material assistance, and return and rehabilitation. This Comprehensive Response has remained the framework for UNHCR's activities as lead agency for humanitarian assistance in the former Yugoslavia. Its implementation was reviewed at follow-up meetings held at Geneva on 4 September 1992, 9 October 1992, 4 December 1992 and 25 March 1993. Discussions focused on the manifold and serious obstacles to full implementation of the Comprehensive Response, the need for further measures and a political settlement.

145. The High Commissioner participated in the International Conference on the Former Yugoslavia, held in London at the end of August 1992, where she was invited to take the chair of the Humanitarian Issues Working Group of that Conference. In that capacity she has remained in contact with the parties to the conflict in Bosnia and Herzegovina, either through meetings at Geneva or through her Special Envoy and Chiefs of Mission in the field. This contact serves to remind the parties of their commitments under the London Programme of Action on Humanitarian Issues, notably to ensure full and safe humanitarian access to all victims of the conflict and to permit the unconditional release of all detained civilians.

146. During the month of August, intense fighting continued, and the number of refugees and persons displaced as a result of the Yugoslav conflict rose to 2 million. By the end of 1992 the United Nations was assisting 3,055,000 refugees and displaced persons, and others affected by the war. States generously responded to the High Commissioner's appeal to admit into safety persons fleeing the conflict in former Yugoslavia. European countries granted temporary protection to over 600,000 persons, without giving simultaneous access to asylum procedures. Governments were especially responsive to UNHCR's urgent request for places for especially vulnerable groups, such as ex-detainees released from detention camps in the former Yugoslavia.

147. Expenditure by UNHCR for the humanitarian relief operation in the former Yugoslavia for the period from November 1991 to March 1993, including the value of in kind as well as cash contributions, totalled an estimated $319.5 million. As at March 1993 UNHCR had established 24 offices in the former Yugoslavia, employing some 600 international and local staff.

148. During 1992 and the first quarter of 1993 the magnitude and complexity of the humanitarian operation increased dramatically, as illustrated by the five revised appeals which were launched, each with a larger target population and a correspondingly greater appeal total. The first appeal for the United Nations humanitarian relief operation in the former Yugoslavia was issued on 3 December 1991. It set a target of $24.3 million (for all United Nations agencies), with the number of planned beneficiaries specified at 500,000. By 8 April 1992 the target had risen to $37.5 million and the number of beneficiaries was 650,000. One month later, on 19 May, a revised appeal was issued for $174.5 million, for 1,000,000 beneficiaries. The 4 September appeal set a target of $561.7 million, for 2,780,000 beneficiaries, and the 4 December appeal was issued for 3,055,000 planned beneficiaries with a target of $642.5 million. On 11 March 1993 the United Nations Revised Consolidated Inter-Agency Appeal for Former Yugoslavia (April-December 1993) was issued for a target of $1,335.3 million. The number of planned beneficiaries had risen to 3,820,000 by that date.

149. During 1992, total UNHCR expenditure in Europe amounted to $336,930,600, of which $24,709,300 was spent under General Programmes and $312,221,300 under Special Programmes.

F. Regional developments in South-West Asia, North Africa and the Middle East

150. Afghanistan remained a focus of UNHCR concern during the reporting period. Despite initial, promising indications of a resolution of the Afghan conflict, the situation in Afghanistan in 1992 was characterized by major upheaval. Continued civil strife and armed conflict undermined efforts to form a central

and representative government. The 7 March 1993 settlement in Islamabad among the major groups, supported by Saudi Arabia, Pakistan and the Islamic Republic of Iran, may signal an end to a period of turmoil and lead to the formation of a broad-based Government and more stable political and security conditions.

151. Notwithstanding the above instability, the voluntary and spontaneous repatriation of 1.5 million Afghan refugees from neighbouring countries in 1992 exceeded even the most optimistic forecasts. Total 1992 expenditure relating to the voluntary repatriation of Afghan refugees was $48.6 million. It is anticipated that mass repatriation movements will continue throughout 1993. An initial planning figure of 2 million has been adopted by UNHCR, it being understood that the size of the return movement will be determined by security conditions and the absorption capacity in economic terms of major areas of return.

152. UNHCR's programme for returnees within Afghanistan has focused on limited emergency rehabilitation activities in shelter and irrigation, mainly through food-for-work projects. The broader questions of rehabilitation and development will require the coordinated and sustained efforts of the United Nations, and pose a major challenge in bridging the gap between humanitarian aid and longer-term development efforts. The withdrawal of most international staff from the country owing to the unstable conditions, however, has prevented the United Nations from addressing the reconstruction of Afghanistan and limited the ability of a range of agencies to assist the population in need. The situation has been aggravated by the internal displacement of hundreds of thousands of persons fleeing the capital during the last quarter of 1992.

153. Adding a new dimension to UNHCR operations in the country, Afghanistan also became a country of asylum in late December 1992 and the first quarter of 1993 as a result of the influx of Tajik refugees. At the end of March 1993, UNHCR was assisting approximately 50,000 Tajik refugees, providing basic emergency assistance (food and non-food items, as well as water, health, sanitation and shelter), in cooperation with the local authorities, other United Nations agencies and international non-governmental organizations.

154. The highly volatile situation in northern Afghanistan and in the country as a whole has hampered the assistance programme. The evacuation of the majority of the UNHCR staff from northern Afghanistan and growing tensions in the area are likely to further weaken relief efforts. Under these conditions, and in an effort to avert further movements, UNHCR is seeking to identify options which can lead to the early, voluntary repatriation of the Tajik refugees.

155. In Pakistan, UNHCR offers Afghans wishing to repatriate an assistance package consisting of a cash grant and wheat provided by WFP to assist in their return movement and settlement in their areas of return. A total of 1,274,000 Afghan refugees benefited from this scheme from 1 January to 31 December 1992 and another 23,000 from 1 January to 28 February 1993. Large-scale repatriation led to a decline in the assisted Afghan refugee population to 1,544,000 by the end of March 1993. UNHCR has therefore begun to scale down its care and maintenance programme in close consultation with the Government of Pakistan. The 347 camp administration units that existed in January 1992 were either closed or merged to total 190 units by the end of 1992, with a corresponding consolidation of services and reduction of Government and implementing agency staff. It is expected that a sizeable Afghan refugee population is likely to remain in Pakistan and rely on UNHCR services even after projected repatriation movements during 1993.

156. Even as Afghans were returning home in large numbers, in 1992 Pakistan received some 80,000 new Afghan refugees fleeing the fighting in and around Kabul following the change of regime in Afghanistan in April 1992. The Government of Pakistan provided asylum to all new arrivals and assistance was provided to those in need.

157. In the Islamic Republic of Iran, UNHCR began assisting Afghan refugees to return home through the establishment of a network of in-country transit centres, border-exit stations and organized internal transport, the latter implemented by the International Organization for Migration (IOM). The number opting to benefit from the repatriation assistance package remains limited, owing in part to the continued instability in Afghanistan. Official figures, however, put the estimated number of spontaneous returnees during 1992 at some 400,000. Approximately 2,500,000 Afghans remained in the Islamic Republic of Iran at 31 March 1993.

158. By the end of 1992, over 90 per cent of the Iraqi refugees had left the western provinces of the Islamic Republic of Iran and returned to Iraq. UNHCR continued to assist the remaining refugees through a multi-sectoral care and maintenance programme. While the 65,000 Kurdish refugees still residing in the Islamic Republic of Iran continued to return in small numbers, prospects for the repatriation of the 30,000 Iraqi Shiites residing in southern Iran are remote and a programme of assistance for this case-load will have to continue for the foreseeable future. In 1992, the appropriation for the Islamic Republic of Iran stood at $17,746,000, excluding the Afghan repatriation programme. UNHCR's activities for refugees focused on transport, health, water/sanitation, shelter and education.

159. Central Asia emerged as a new geographical area of concern to UNHCR during 1992. As a result of the civil war which broke out in Tajikistan in May 1992 and peaked in September of the same year, a United Nations good offices mission was sent to the region in November 1992 at the request of the Governments of Uzbekistan and Tajikistan. Subsequently, an urgent preliminary Appeal for Emergency Assistance to Tajikistan amounting to $20,398,220 was launched by the Department of Humanitarian Affairs on 11 January 1993, with a UNHCR component amounting to $7,850,000. This appeal addresses the most urgent needs of some 500,000 internally displaced persons inside Tajikistan.

160. To address this situation, UNHCR has advocated an integrated United Nations approach. This would marshal the coordinated efforts of the peacemaking and peace-keeping arms of the United Nations, together with those of the humanitarian agencies. As part of the High Commissioner's preventive strategy, UNHCR advocates assisting regional efforts to prevent further population displacement, both within and beyond Tajikistan's borders, and pave the way for the early and voluntary return of the Tajik refugees presently located in northern Afghanistan. UNHCR deployed staff in Uzbekistan (28 December 1992) and Tajikistan (21 January 1993) to assist the Tajik refugees in northern Afghanistan and to prepare for any eventual voluntary return of these refugees. Assistance activities benefiting internally displaced persons in Tajikistan, especially those located along the border with Afghanistan, will also be implemented in the near future, and UNHCR is currently assessing the availability of relief items in the region.

161. Following the return of almost 2 million Iraqi refugees of Kurdish origin from Turkey and the Islamic Republic of Iran during 1991, UNHCR focused on the needs of returnee villages, particularly as many had been razed during fighting. Of the approximately 4,000 villages thought to have been destroyed, during 1991

the reconstruction of some 1,200 was assisted by UNHCR and a further 562 by non-governmental organizations. After the completion in mid-1992 of a winterization programme, including supply of adequate shelter, setting up and organization of water/sanitation and health systems and facilities for the returnee population, UNHCR phased out its activities in northern Iraq in June 1992, handing over coordination of the rehabilitation phase of the assistance programme to the Department of Humanitarian Affairs. This phase calls for the more active involvement of rehabilitation and development agencies with the mandate and competence to expand on UNHCR's emergency programme and start new projects geared towards reducing reliance on outside assistance.

162. UNHCR continued to perform its traditional activities in Iraq for persons falling under its mandate, namely 6,000 Iranian refugees in the three northern governorates, 22,500 Iranian refugees in Al-Tash camp in Al Anbar governorate, and returnees from Turkey and the Islamic Republic of Iran in northern Iraq who are not covered by the United Nations Plan of Action for Northern Iraq.

163. In January 1993 the Iraqi authorities formally requested UNHCR to increase its assistance activities benefiting the 22,500 Iranian refugees at Al-Tash camp, to speed up the repatriation of approximately 13,000 persons among them who elected to repatriate or alternatively to provide resettlement opportunities for those unwilling or unable to return to their homeland. Negotiations are proceeding with the Iranian authorities to accelerate the repatriation process, and with traditional resettlement countries to explore resettlement opportunities.

164. The Persian Gulf conflicts also generated new groups of Iraqi refugees in various Middle Eastern countries. While not as numerous as groups in the Islamic Republic of Iran and Turkey, Iraqi refugees remain in the Syrian Arab Republic, Kuwait and Saudi Arabia. Although the majority has returned to Iraq, durable solutions continue to be sought for the remainder. In Kuwait, UNHCR has continued in close cooperation with the Government to find durable solutions for various categories of persons of concern to the Office, particularly the several tens of thousands of stateless persons, as well as Palestinians and Iraqis who are in need of protection. Thanks to these efforts, in 1992 some 8,000 Iraqis obtained residence permits and more than 60,000 stateless persons ("Bidoons") who belong to families with one or more members employed in the public sector may opt legally to remain in Kuwait.

165. The 33,000 Iraqis who found temporary refuge in Saudi Arabia in March-April 1991 were accommodated in two separate camps: Al Artawiya, hosting 13,200 former prisoners of war; and Rafha, hosting 19,800 civilians. In November 1992, the Saudi authorities decided to consolidate both groups of refugees in the Rafha camp. At the end of March 1993, the total population of the camp was estimated to number approximately 28,000. Furthermore, by the end of the first quarter of 1993, more than 3,000 persons had been accepted for resettlement. A total of 706 persons also returned voluntarily to Iraq in 1992 and 180 persons during the first quarter of 1993, although it was not possible for UNHCR to secure the usual guarantees from their country of origin.

166. In addition to some 5,000 persons, the majority from northern Iraq, who entered the Syrian Arab Republic in 1991 as a consequence of the Persian Gulf crisis, a further 2,100 refugees arrived during 1992. Although more than 1,400 persons repatriated voluntarily during 1992, approximately 5,700 persons remained in El Hol refugee camp in El Hassake district at the end of March 1993 and were being assisted by UNHCR and WFP. UNHCR is also implementing an

assistance programme for some 700 urban refugees, mainly African nationals, in Damascus through the Syrian Red Crescent Society.

167. In Yemen, the number of Somali refugees increased during 1992 to nearly 51,800. In June 1991, UNHCR began to implement an emergency programme to assist the Yemeni authorities to cope with this refugee influx. The assisted Somali case-load is presently located in an emergency camp in Aden. Following a request to UNHCR by the Yemeni authorities to establish a more durable camp, a suitable site has been identified in the Abyan governorate, 50 kilometres from Aden, where construction was under way at the time of writing. In addition to this new case-load, UNHCR continues to provide health care assistance to some 600 urban refugees in Sana'a. During 1992, some 250 Ethiopian refugees either repatriated under UNHCR auspices or spontaneously moved to other countries in the region. By March 1993, some 750 Ethiopian refugees remained in Yemen, mainly in Taiz.

168. The number of refugees in the Libyan Arab Jamahiriya continued to increase in the latter part of 1992 with new arrivals from various African countries including Ethiopia (Eritrea), Liberia, Nigeria, Somalia and the Sudan. The 400 Somali refugees who entered from Saudi Arabia in October-November 1991 continued to be assisted during the reporting period. Thanks to the generous cooperation of the Libyan authorities, UNDP and donor embassies, the basic needs of this group were met. By December 1992, approximately 100 Eritrean refugees had expressed the desire to repatriate, and steps were being taken to expedite the movement.

169. In Mauritania, the influx of refugees from Mali, which began in June 1991, continued during the reporting period. From 1 January to 31 December 1992, some 19,500 Malian refugees entered the country. By the end of March 1993, some 38,000 were receiving assistance in south-eastern Mauritania, at Bassikounou, Aghor and Fassala. Similarly, on 1 January 1993 UNHCR began implementing in southern Algeria, at the request of the Government, an assistance programme benefiting some 50,000 Malian and Niger refugees.

170. Within the parameters of the United Nations peace plan, UNHCR has completed its preparations for the Western Sahara repatriation programme. Should assumptions relating to the operation change as a result of the efforts requested by the Security Council in its resolution 809 (1993) of 2 March 1993, UNHCR could rapidly modify its planning and budgeting and advise donors of any changes in total requirements. Pledges for the commencement of the operation have reached some $13.6 million (of which more than $11 million have been paid), against total requirements for the operation, which remain at $34.5 million. In view of the delays in the calendar for the Western Sahara referendum, an assessment of the needs of Sahrawi refugees in Algeria was conducted in October 1992 and revealed the need for emphasis in certain areas including health/nutrition, shelter and transport. Budget requirements for 1993 are estimated at $3.5 million.

171. During 1992, total expenditure in South-West Asia, North Africa and the Middle East amounted to $158,816,700, of which $60,621,400 was spent under General Programmes and $98,195,300 under Special Programmes.

CHAPTER IV

FINANCING OF MATERIAL ASSISTANCE ACTIVITIES

172. The 12 months of 1992 marked a second exceptional year for UNHCR and for the international community. Donors were called upon as never before to provide record levels of funding and rose to the challenge, providing a total of $1,081.8 million in cash and kind towards the Office's overall requirements. This amount represented an increase of $178 million from 1991. Most of UNHCR's major donors increased their contributions. The European Community made an outstanding effort, donating an additional $100 million in 1992. Non-governmental and private donations also increased.

173. The Office, through regular appeals and submissions to donors, highlighted the funding needs of the approved budgets. In addition, major appeals were launched during the year, often in coordination with the Department of Humanitarian Affairs and other United Nations agencies, for new situations requiring an urgent response. While UNHCR's operations in northern Iraq came to an end in 1992, the year was characterized by escalating needs in the former Yugoslavia. A consolidated inter-agency appeal for this operation was launched and updated by the Department of Humanitarian Affairs during the course of 1992. As well, major joint appeals were launched for Afghanistan, the Horn of Africa, Cambodia and the CPA. UNHCR issued its own appeals for Myanmar refugees in Bangladesh and for repatriations to Angola and Eritrea.

174. The Office began 1993 with a carry-over of $69.7 million and $179.6 million for General Programmes and Special Programmes, respectively. Given the size of UNHCR's total 1993 requirements, the carry-overs were essential to allow necessary funds to be made available rapidly for obligation as of 1 January 1993. The carry-over was also important given a reduction in the total level of contributions announced for 1993 at the November 1992 Pledging Conference in New York. As can be seen from table 2, total contributions for General and Special Programmes, both paid and pledged, amounted to a total of $362.7 million at 31 March 1993. This compares favourably to the same period in 1992 when $297.5 million had been contributed.

175. As a reflection of the continued refugee flows, it is now clear that 1993 will represent a third, consecutive, record year for UNHCR, in terms of expenditure.

CHAPTER V

RELATIONS WITH OTHER ORGANIZATIONS

A. Cooperation between the Office of the United Nations High Commissioner for Refugees and other members of the United Nations system

176. During 1992, collaboration between UNHCR and other members of the United Nations system was maintained in the context of humanitarian emergencies of unprecedented magnitude and complexity. UNHCR sought to cooperate with a range of United Nations agencies and non-governmental organizations in order to reinforce efforts to facilitate the integration of refugees and the reintegration of returning refugees and internally displaced persons. The established framework for cooperation consisted essentially of resolutions of the General Assembly, decisions of the UNHCR Executive Committee and of the UNDP Governing Council, and of the adoption by the Administrative Committee on Coordination (ACC) of the United Nations system-wide Guidelines on Refugee Aid and Development. The existing framework was further strengthened by the decision of the Consultative Committee on Substantive Questions (Operational Activities) (CCSQ (OPS)), at its September 1992 session, that the Field Coordination Workshops for Senior United Nations System Representatives should give increased consideration to ways of integrating humanitarian issues into the development-oriented objectives of the training. As a result, a pilot workshop will be held in 1993, bringing together senior United Nations field representatives from countries confronting humanitarian challenges caused by natural disasters or civil disorders.

177. In mid-1992, UNHCR began to compile an information bank/database on the mandate, structure and activities of United Nations agencies and other intergovernmental and bilateral agencies. The aim of this effort is to have up-to-date information available for the selection of operational partners and to facilitate complex programming where several cooperating agencies are involved. An immediate result of this exercise has been the interest expressed by the United Nations Environment Programme (UNEP) in collaborating with UNHCR in identifying locations suitable to receive new influxes of uprooted populations.

178. The year 1992 witnessed a number of major humanitarian emergencies requiring the concerted response of the international community. Since the appointment of the Under-Secretary-General for Humanitarian Affairs as Emergency Relief Coordinator and the establishment of the Department of Humanitarian Affairs, UNHCR has worked closely with the Coordinator and his staff. In May 1992, the High Commissioner issued an instruction calling on UNHCR staff to provide maximum support to the Department of Humanitarian Affairs and detailing steps taken to enhance coordination between UNHCR and the Department.

179. The United Nations Volunteers (UNV) are also cooperating with UNHCR to provide staff who can be deployed to emergency operations at short notice. For this purpose, UNV has established a roster of potential candidates especially suited to UNHCR's needs. UNHCR has been discussing the possibility of standby arrangements with various agencies for joint needs assessment missions designed to ensure coordinated action.

180. As mentioned above and in response to the dramatic situation in the former Yugoslavia, the High Commissioner convened on 29 July 1992 an international

meeting on Humanitarian Aid for Victims of the Conflict in the Former Yugoslavia (see chap. III, sect. E). As the lead United Nations agency for humanitarian assistance in this situation, UNHCR proposed a "Comprehensive Response to the Humanitarian Crisis in the Former Yugoslavia", mobilizing the United Nations system and the international community at large. UNHCR, UNICEF, WFP, the Department of Humanitarian Affairs and WHO have combined their efforts to complement the activities of ICRC in responding to the needs of the affected population. More than ever before, the complex situation in that region has highlighted the links between peacemaking, peace-keeping and humanitarian action, bringing UNHCR into closer contact with the Security Council.

181. Other situations in Bangladesh, the Horn of Africa, West Africa, the Central Asian republics and Nepal have set the stage for intensified cooperation between UNHCR and other members of the United Nations system in sectors such as food aid and supplementary feeding, immunization, health care and planning, basic education and vocational training, water supply and sanitation, reafforestation, household security, family planning and mother/child medical care.

182. Experience gained in voluntary repatriation movements has shown, however, that this is a truly durable solution only when linked to development initiatives. The serious gap that exists between relief assistance and development programmes, and which is an obstacle to the successful reintegration of returnees, has also become apparent. In this context, UNHCR advocates the increased involvement of international organizations such as the International Labour Organization (ILO), UNDP, UNICEF, WFP, WHO, as well as the World Bank and regional lending institutions, in providing the type of assistance necessary to bridge this gap.

183. The international community is familiar with emergency assistance and is familiar with development. For the communities to which former refugees and displaced persons are returning, UNHCR has advocated the need for "emergency development" or quick-acting development to anchor these populations by establishing a grid of basic services benefiting entire communities. The UNDP Governing Council at its thirty-ninth session emphasized the need for UNDP to promote the transition from relief to development and to make the implementation of reintegration programmes, particularly Quick Impact Projects, a priority objective in its future humanitarian programmes. More recently, the UNDP Office for Project Services has published a brochure entitled Linking Rehabilitation and Development: Managing Revitalization of War-torn Areas highlighting its experience in assisting the transition from relief and rehabilitation to sustainable development.

184. An Inter-Agency Working Group on the Reintegration of Refugees and Internally Displaced Persons held its first meeting in January 1992 in New York. The second meeting was held in Geneva in May 1992. Composed of the representatives of the Department of Humanitarian Affairs, FAO, UNDP, UNHCR, UNICEF and WFP, the Group aims to ensure that all the participating agencies and programmes become fully engaged in a timely manner in new reintegration situations. Another objective of the Inter-Agency Working Group is the identification of ways to improve fund-raising to cover the cost of reintegration programmes. UNDP and other agencies, programmes and financial institutions, notably the World Bank, the International Fund for Agricultural Development (IFAD) and regional development banks will be expected to participate in funding a grid of projects and programmes which constitute a logical extension of initial reintegration efforts.

185. The United Nations Transitional Authority in Cambodia is an innovative example of United Nations system-wide cooperation for a specific operation. Another example can be found in the context of the International Conference on Central American Refugees (CIREFCA), which links durable solutions for uprooted Central Americans with peace, national reconciliation and development. UNHCR and UNDP are jointly charged with providing technical support to CIREFCA, but the lead agency role will shift to UNDP during 1993.

186. UNHCR and ILO jointly organized, in May 1992, a meeting in Geneva on "International Aid as a Means to Reduce the Need for Emigration", which brought together researchers, Government representatives from asylum and receiving countries, donor countries and countries of origin, as well as representatives of non-governmental organizations, United Nations agencies and other intergovernmental organizations.

187. UNHCR actively participated in major meetings organized by the United Nations and its agencies and programmes, in particular major international conferences, such as the United Nations Conference on Environment and Development (Rio de Janeiro, June 1992) and the International Conference on Nutrition (Rome, December 1992). In her statement to the United Nations Conference on Environment and Development, the High Commissioner affirmed UNHCR's full support for the principles enshrined in the Declaration on Environment and Development, acknowledged UNHCR's role in this context in relation to refugee situations and outlined the broad elements of a UNHCR policy on the environment (see paras. 84-87 above).

188. In coordination with other United Nations agencies, UNHCR has been involved for some time in the preparatory work for forthcoming major conferences and events. These include the World Conference on Human Rights (June 1993), the International Year for the World's Indigenous People (1993), the International Conference on Population and Development (September 1994), the International Year of the Family (1994), the Fourth World Conference on Women (1995) and the World Summit for Social Development (1995).

B. Relations with other intergovernmental organizations

189. Throughout 1992, UNHCR continued to strengthen its cooperation with other intergovernmental organizations and made a special effort to intensify contacts with multilateral and bilateral development agencies and financial institutions.

190. In March 1992, a meeting was held in Geneva between officials of the African Development Bank (AfDB) and UNHCR. The meeting identified specific sectors of cooperation including rehabilitation of physical and social infrastructure in areas affected by refugees and returnees, the preservation and/or restoration of the environment, credit schemes, agricultural development projects and income-generating activities, particularly in rural areas. As a follow-up to the meeting, joint project-identification missions visited the Sudan and Mozambique in June and July 1992 respectively. At the end of 1992, a cooperation agreement was drafted between AfDB, UNHCR and the African Development Fund (ADF). The agreement is now being finalized.

191. At the same time, contacts with the Organisation for Economic Cooperation and Development (OECD) were actively pursued. UNHCR participated in the Tidewater Meeting (Fez, Morocco, July 1992) and presented a discussion paper on "Bridging the Gap Between Returnee Aid and Development: A Challenge for the International Community". Migration issues have been occupying an increasingly

prominent place on the agenda of OECD meetings, to which UNHCR is regularly invited.

192. The Eighty-eighth Inter-Parliamentary Conference, convened by the Inter-Parliamentary Union (IPU) at Stockholm in September 1992, adopted a resolution on the international mass migration of people: its demographic, religious, ethnic and economic causes; its effects on source and receiving countries; its implications internationally; and the rights of migrants and refugees. This was followed by a meeting in October 1992 between the High Commissioner and the Secretary-General of IPU to discuss cooperation between UNHCR and IPU and the more active involvement of UNHCR in IPU meetings.

193. UNHCR addressed a meeting of the Latin American Parliament, which took place in October 1992 at Caracas. In his concluding remarks, the President expressed the readiness of the Parliament to cooperate with UNHCR with a view to obtaining the adoption of the Cartagena Declaration (Cartagena de Indios, Colombia, 22 November 1984) in the whole region.

194. The long-standing cooperation between UNHCR and the International Organization for Migration continued to be strengthened. In this connection, an informal UNHCR/IOM Working Group was established in the second half of 1992 with a view to identifying areas of complementarity and cooperation and to define ways of avoiding duplication. IOM's advocacy of the principle of freedom of movement constitutes a strong counterpart to UNHCR's interest in ensuring that refugees are able to seek and enjoy asylum. A tripartite agreement between the two organizations and the Government of Chile for the reintegration and settlement of returning Chileans came into effect during 1992 with positive results. IOM also played an important role in UNHCR's repatriation programmes for Cambodian and South African refugees and participated with UNHCR in mass information campaigns for potential migrants in Albania.

C. Relations with non-governmental organizations

195. UNHCR continued its efforts to expand its partnership with the non-governmental organization community and better coordinate protection, assistance and durable solutions for refugees. Both traditional activities and new initiatives benefited from the wide dissemination in 1992 (in English, French and Spanish) of the joint non-governmental organization/UNHCR publication UNHCR/NGO Partnership, Reference Document on Relationship between UNHCR and NGOS: Results of the 1991 Worldwide Joint Consultations, which defines the parameters for collaboration. The translation into Arabic and other languages of this policy paper and documents related to non-governmental organizations was also initiated.

196. The ongoing, open-ended UNHCR/non-governmental organization consultative process is aimed at responding to the evolution within the non-governmental organization community itself and to the evolving humanitarian challenge world wide. Areas highlighted in these consultations were enhancement of emergency response, special joint-staffing arrangements, non-governmental organization advocacy roles and new mechanisms for resource-sharing among non-governmental organizations themselves and between non-governmental organizations and the United Nations system. New links between academic and research institutions and the activities of UNHCR were also explored.

197. The two annual non-governmental organization/UNHCR meetings continued to promote dialogue with significant numbers of non-governmental organizations.

Over 40 private voluntary agencies attended the Consultations on International Protection at Geneva on 2 and 3 July 1992, whose format facilitated a lively exchange as the agencies themselves presented concrete case-studies on protection issues. The October 1992 non-governmental organization/UNHCR meeting was a forum for non-governmental organizations to maintain dialogue with UNHCR and among themselves on the principal humanitarian issues confronting the international community. A total of 127 non-governmental organizations participated in the meeting, which was held immediately before the forty-third session of the Executive Committee. Both meetings benefited from the presence of representatives of southern, indigenous non-governmental organizations whose travel and related costs were financed by UNHCR as part of an effort to assist local non-governmental organizations in strengthening a dialogue with international non-governmental organizations and with the United Nations system.

198. Other thematic and regional meetings with non-governmental organizations were organized at UNHCR headquarters and field levels, and the Office of the High Commissioner participated in numerous non-governmental organization-sponsored events to promote cooperation in the fields of protection, assistance, advocacy, information exchange, fund-raising, training and public awareness. Of particular note was the ground-breaking non-governmental organization Seminar held at Tehran from 20 to 22 July 1992, jointly organized by the Government of the Islamic Republic of Iran and UNHCR to explore areas of tripartite cooperation for the repatriation of Afghan refugees from the Islamic Republic of Iran.

199. UNHCR continued to participate in the United Nations Agency Sponsors' Group of the United Nations Non-Governmental Liaison Service in order to promote a linkage between refugee assistance and the programmes of development-oriented non-governmental organizations.

200. In continued cooperation with the Development Centre of OECD, the Human Rights Information and Documentation Centre and IOM, UNHCR proceeded with the establishment of a general non-governmental organization database and the preparation of a directory of non-governmental organizations active in the fields of development, refugees, migrants and human rights that are located in OECD countries. Publication of this directory is scheduled for June 1993, and distribution will begin at the World Conference on Human Rights (Vienna, June 1993).

201. The Nansen Medal was awarded in October 1992 to the President of Germany, Dr. Richard von Weizsacker, for his personal humanitarian commitment towards refugees and asylum-seekers and his individual activities in combating racism and xenophobia.

202. UNHCR continued to promote reciprocal training activities with the non-governmental organization community, emphasizing emergency preparedness and response, and People-Oriented Planning. The Office also participated in numerous consultations, seminars and training programmes on the needs and resources of refugee women and children as well as in the production and dissemination of documents on these themes.

CHAPTER VI

PUBLIC INFORMATION

203. Throughout 1992, UNHCR's Public Information Section concentrated on maximizing global exposure of refugee issues and increasing the visibility of UNHCR through the mass media. The number of print, radio and television stories on UNHCR's emergency operations and repatriation programmes multiplied, reflecting a new emphasis on proactive relations with the media.

204. A test public awareness campaign was launched in four countries to increase public sensitivity to the plight of refugees and to support fund-raising efforts. The campaign made use of posters on the street and public transportation, unpaid public service announcements on television and in the print media, refugee camp visits by movie and television script writers and a school project that reached 3.3 million children in one country alone.

205. The number of UNHCR updates, press releases and information bulletins on specific refugee programmes increased six-fold. The magazine Refugees was modernized and adopted a policy of transparency, opening its pages to debate. New brochures focusing on refugee women and on the more operational side of UNHCR activities were produced. The Video Unit produced a series of widely disseminated news spots that were carried by major satellite broadcast outlets from America and Europe to Africa and Asia.

Notes

1/ United Nations Treaty Series, vol. 189, No. 2545.

2/ Evacuation of Children from Conflict Areas (UNHCR/UNICEF, Geneva, December 1992).

3/ A/47/558, annex II, AHG/Dec.1 (XXVIII).

FINANCIAL DATA

Table 1

UNHCR expenditure in 1992 by regional bureau/country and main types of assistance activities

(All sources of funds - thousands of United States dollars)

Regional bureau/country or area	Type of assistance						Total
	Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Programme support and administration	
1. AFRICA*							
Angola			10,853.6	131.0		747.6	11,732.2
Botswana		252.2	6.9	274.4	8.3	265.3	807.2
Burundi		330.1	662.3	499.1		305.4	1,796.9
Cameroon		252.5	167.7	396.4		450.2	1,266.8
Central African Republic		1,312.6	35.6	116.2	1.9		1,466.3
Cote d'Ivoire		6,436.0	210.0	130.6	2.6	78.0	6,857.2
Djibouti		1,711.4	626.7	4.9	15.6	448.8	2,807.4
Ethiopia	600.0	28,988.9	16,239.5	1,065.0	152.6	1,248.5	48,292.5
Guinea		16,337.8	121.0	6.6	1.3	62.7	16,529.4
Kenya	2,300.0	58,957.0	1,895.6	749.3	257.8	1,010.7	65,370.4
Malawi		27,375.4	15.8	1.0		532.0	27,924.1
Mozambique		296.1	9,720.8	0.0		398.7	10,415.6
Rwanda		448.5	61.2	1,174.6	3.8	404.8	2,090.9
Senegal		844.4		2,597.5	208.5	989.0	4,639.4
Sierra Leone		1,290.0	612.3	153.1			2,055.4
Somalia		824.7	6,963.5	12.6		337.5	8,238.3
Sudan		3,617.8	2,697.4	5,278.5	59.9	2,313.8	13,967.3
Swaziland		1,321.3	0.3	332.7	1.5	353.4	2,009.2
Uganda	755.0	353.2	200.7	3,551.9	2.4	720.2	5,583.4
United Republic of Tanzania		581.6	630.9	509.4		581.5	2,312.5
Zaire		2,384.6	2,631.3	2,326.0	26.4	1,443.2	8,791.8
Zambia		408.4	998.8	1,786.5	5.0	962.7	4,157.2
Zimbabwe	2,029.5	7,186.9	31.5	20.0		349.5	9,617.4
West Africa	2,947.7	2,328.4	1,512.1	404.6	36.3	273.4	7,502.6
Other countries in Africa	353.8	466.2	14,113.9	887.7	19.8	323.2	16,194.5
Subtotal (1)	9,186.0	166,415.0	71,610.1	22,410.8	803.7	14,610.1	284,435.7
2. ASIA AND OCEANIA							
Bangladesh	18,376.4	413.6			5.9	56.4	18,852.3
Cambodia			37,080.6	0.2		192.7	37,273.5
China	150.0	224.8	308.7	3,000.0	2.6	518.6	4,204.7
Hong Kong		17,124.5	6,233.0		640.2	543.1	24,540.8
Indonesia		3,516.0	951.4	4.9	126.7	509.3	5,008.4
Malaysia		4,117.8	486.4	791.2	385.9	617.4	6,410.7
Nepal	3,392.6	2,282.9		2.3	4.4	205.5	5,887.7
Philippines		2,333.9	225.6	382.7	8,795.7	387.4	12,125.2
Thailand		16,442.2	7,845.3	105.4	982.4	1,587.4	26,762.7
Viet Nam		0.0	14,688.1	250.7	85.9	412.5	15,437.2
Other countries in Asia		5,348.8	6,620.4	1,002.7	912.5	3,060.5	16,945.9
Australia and New Zealand		17.9	104.9	421.2		534.1	1,078.1
Subtotal (2)	21,919.0	51,823.4	74,268.4	5,961.2	11,942.1	8,614.9	174,527.0
3. EUROPE							
Austria		332.0	9.5	204.8	43.2	522.0	1,111.8
Belgium		10.0	17.3	155.3		1,054.1	1,236.8
France			150.4	876.3		978.9	2,005.6
Germany				1,505.3		1,340.4	2,845.7
Greece		1,602.0	6.8	62.7	32.3	107.5	1,811.3
Hungary	9,148.7	51.4	5.0	412.2	33.5	294.1	9,945.9
Italy		1,293.0		392.5	3.5	1,535.0	3,214.0
Spain			58.2	452.6	2.7	620.9	1,135.4
Turkey	3,627.8	1,588.3	2,500.3	25.8	404.2	784.9	8,931.2
United Kingdom of Great Britain and Northern Ireland			100.0	410.6		819.9	1,330.5
Former Yugoslavia	294,442.0	1,400.0	15.3	4.9	263.4	393.1	296,518.8
Other countries in Europe	2,508.3	1,761.7	34.8	1,485.6	3.7	1,033.8	6,842.9
Subtotal (3)	309,722.8	6,048.4	2,898.6	5,988.7	786.5	9,484.6	335,930.6

Table 1 (continued)

Regional bureau/country or area	Type of assistance						Total
	Emergency assistance	Care and maintenance	Voluntary a/ repatriation	Local settlement	Resettlement	Programme support and administration	
4.AMERICAS							
Canada		5.0	25.7	421.5		538.9	991.1
Costa Rica			551.5	5,309.9		871.7	6,733.2
Guatemala		206.3	2,665.2	2.9	1.4	182.3	3,060.1
Mexico		3,129.1	555.8	4,932.3	5.8	1,290.3	9,913.3
Nicaragua			10,760.1	1.0	1.3	456.8	11,219.2
United States of America			24.7	836.4	74.7	896.8	1,832.6
Other countries	846.9	1,584.3	3,247.9	7,773.3	50.9	2,554.3	16,057.7
Subtotal (4)	846.9	4,926.7	17,831.0	19,277.3	134.0	6,791.1	49,807.0
5. SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST							
Algeria		4,912.0	12.4			391.6	5,316.0
Cyprus	28.7	9,946.9				433.4	10,409.0
Egypt	303.3	507.9	6.0	335.2	35.2	537.0	1,724.6
Iran (Islamic Republic of)	1,002.1	649.2	4,236.9	15,273.6	79.8	669.9	21,911.5
Iraq	17,709.20	4,981.4	42.5				22,733.1
Mauritania		6,116.9	28.7		6.0	58.4	6,210.0
Pakistan		24,090.4	33,649.0	5.1	154.1	2,194.0	60,092.6
Yemen	3,793.8	2,834.5	92.9	1,350.3		40.4	8,111.8
Other countries in North Africa		259.2	131.3	93.1			483.6
Other countries in Western Asia	6,031.8	2,831.1	11,166.8	313.8	584.3	896.8	21,824.6
Subtotal (5)	28,868.9	57,129.5	49,366.4	17,371.1	859.4	5,221.5	158,816.7
6. OVERALL ALLOCATIONS							
Global and regional projects	7,049.0	17,699.4	13,224.9	4,707.5	146.9	45,713.5 b/	88,541.3
TOTAL (1–6)	377,592.6	306,043.4	228,597.5	75,716.5	14,672.6	90,435.7	1,093,058.3
of which : General Programme	19,465.9	214,693.8	18,989.4	56,554.6	11,373.1	61,042.0	382,118.8
Special Programmes	358,126.7	91,349.6	209,608.1	19,161.9	3,299.5	8,219.7 b/	689,765.5
Regular Budget						21,174.0	21,174.0

- Excluding North Africa which is included in 5: South-West Asia, North Africa and the Middle East.

a/ Including assistance to returnees in countries of origin.

b/ Including Staff Housing Fund.

Table 2

Contributions to UNHCR assistance programmes

Situation as at 31 March 1993

(United States dollars)

1992			Donor	1993		
General programmes	Special programmes	Total		Total	General programmes	Special programmes
			A. Governments			
50,000	80,000	130,000	Algeria			
5,202,522	3,256,325	8,458,847	Australia	5,223,188	5,068,008	155,180
454,902	1,882,191	2,337,093	Austria	1,838,597	391,228	1,447,369
2,217,157	3,980,521	6,197,678	Belgium	757,576	757,576	
5,000		5,000	Bhutan			
	100,000	100,000	Brunei Darussalam			
3,861		3,861	Burkina Faso			
3,704		3,704	Cameroon			
19,227,252	21,221,265	40,448,517	Canada	11,032,742	2,995,934	8,036,808
20,000	3,000	23,000	Chile			
250,000	134,000	384,000	China	250,000	250,000	
18,090		18,090	Colombia	18,000	18,000	
2,776		2,776	Costa Rica			
3,000	67,000	70,000	Cyprus			
16,902,585	22,491,662	39,394,247	Denmark	15,347,707	15,347,707	
1,000		1,000	Djibouti			
1,000		1,000	El Salvador			
17,962,286	12,252,700	30,214,986	Finland	3,172,074		3,172,074
	25,000	25,000	Former Czechoslovakia			
6,152,358	29,043,095	35,195,453	France	13,379,865	6,633,644	6,746,221
7,057,052	77,942,113	84,999,165	Germany	9,473,071	5,590,062	3,883,009
250,000	43,324	293,324	Greece	250,000	250,000	
10,000	2,021	12,021	Holy See	10,000	10,000	
20,000		20,000	Hungary	20,000	20,000	
40,210	53,495	93,705	Iceland	42,220	42,220	
7,143		7,143	India			
4,000	123,650	127,650	Indonesia	4,000	4,000	
44,000		44,000	Iran (Islamic Republic of)			
	916,129	916,129	Iraq			
179,442	837,366	1,016,808	Ireland	740,250	740,250	
8,119,658	13,909,979	22,029,637	Italy	3,008,572		3,008,572
30,020,247	89,603,567	119,623,814	Japan	22,376,434	5,300,000	17,076,434
448		448	Kenya			
12,000		12,000	Lao People's Democratic Republic			
100,000		100,000	Libyan Arab Jamahiriya			
34,014	33,160	67,174	Liechtenstein	6,803	6,803	

Table 2 (continued)

1992			Donor	1993		
General programmes	Special programmes	Total		Total	General programmes	Special programmes
433,999	818,906	1,252,905	Luxembourg	445,455	45,455	400,000
267		267	Madagascar			
20,000		20,000	Malaysia			
1,822	5,000	6,822	Malta			
100,001		100,001	Mexico			
5,914		5,914	Monaco	6,624	6,624	
15,000	1,968,934	1,983,934	Morocco			
			Namibia	1,000	1,000	
23,086,459	21,563,964	44,650,423	Netherlands	15,432,032	14,044,944	1,387,088
323,730		323,730	New Zealand			
7,585	33,163	40,748	Nigeria			
21,607,143	28,776,459	50,383,602	Norway	20,142,775	18,922,853	1,219,922
	3,200,204	3,200,204	Oman	4,000	4,000	
3,760		3,760	Pakistan	4,235	4,235	
500		500	Panama			
	270	270	Philippines			
20,000		20,000	Poland			
17,500		17,500	Qatar			
20,000	50,000	70,000	Republic of Korea	100,000	100,000	
			Russian Federation	180,000		180,000
	300,000	300,000	Saudi Arabia	26,667	26,667	
1,718,030	2,055,579	3,773,609	Spain	1,816,842	1,736,842	80,000
			Sri Lanka	3,500	3,500	
833		833	Sudan			
48,695,945	43,243,686	91,939,631	Sweden	56,344,514	32,775,453	23,569,061
9,906,238	16,779,153	26,685,391	Switzerland	7,993,197	7,482,993	510,204
15,000	4,000	19,000	Thailand			
	1,000	1,000	Togo			
1,756		1,756	Trinidad and Tobago			
4,900	3,750	8,650	Tunisia	5,495	5,495	
50,000	793,651	843,651	Turkey	70,000	70,000	
			United Arab Emirates	50,000	50,000	
23,371,444	44,214,953	67,586,397	United Kingdom of Great Britain and Northern Ireland	30,878,215	71,429	30,806,786
84,248,648	156,440,233	240,688,881	United States of America	86,030,000	63,750,000	22,280,000
20,237		20,237	Venezuela			
	521	521	Zambia			
9,294		9,294	Zimbabwe			
328,081,712	596,254,989	924,336,701	Total	306,485,650	182,526,922	123,958,728

94-04465 (E) 300894

Table 2 (continued)

1992			Donor	1993		
General programmes	Special programmes	Total		Total	General programmes	Special programmes
			B. European Community			
23,120,743	203,109,409	226,230,152	Total	28,546,203	7,123,368	21,422,835
			C. United Nations system			
6,813	1,601,284	1,608,097	Total	325,066		325,066
			D. Regional/autonomous authorities, non-governmental organizations and other donors			
2,405,368	26,993,528	29,398,896	Total	27,373,673	151,916	27,221,757
353,614,636	827,959,210	1,181,573,846	Grand total	362,730,592	189,802,206	172,928,386